

Law Enforcement News

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Getting your money's worth

Study says many favorite anti-crime programs simply don't work

Some of America's favorite anti-crime gambits, including gun buybacks, military-style boot camps for first-time offenders, neighborhood crime watches and anti-drug classes taught to school children by police officers, do not reduce crime significantly, according to a startling report mandated by Congress to gauge the effectiveness of crime-prevention programs.

However, visits by nurses and teachers to the homes of at-risk children and youths, Head Start-type programs that emphasize preschool development, increased police patrols in high-crime "hot spots" and special police units that take repeat offenders off the streets are effective, according to the study, which was conducted by criminologists at the University of Maryland and made public July 27.

The research team, led by Lawrence W. Sherman, chairman of the university's Department of Criminology and Criminal Justice, reviewed more than 500 scientific evaluations of crime-prevention programs, ranging from prenatal care to job training for older offenders. It devised the Maryland Scale of Scientific Methods to rank each evaluation on a scale from 1 to 5 — from weakest to strongest crime prevention effects. Those programs that rated a "3" or more were considered by the team to be effective.

The resulting 565-page report was submitted last year to Congress, which had required the analysis under a Federal law mandating that the Attorney General conduct an independent review of the efficacy of state and local crime-prevention programs funded by the Justice Department. The review was con-

ducted "with special emphasis on factors that relate to juvenile crime and the effect of these programs on youth violence."

Among other programs classified as ineffective in preventing crime: community mobilization against crime in high-crime poverty areas; home visits by police to offer counseling to couples after domestic violence incidents; summer jobs for at-risk youth; arrests of juveniles for minor offenses; arrests of unemployed suspects in domestic violence assault cases; increased arrests or raids on drug market locations, and

storefront police stations.

The report labeled effective such programs and tactics as: family therapy and training for parents of delinquent and at-risk pre-adolescents; vocational training for older male ex-offenders; nuisance abatement action against landlords of rental units plagued by drug-dealing; incarceration and monitoring of high-risk repeat offenders by special police units, and on-scene arrests for employed domestic-violence offenders.

The report also highlighted what the researchers said were "promising"

strategies and programs that may well reduce crime, including: community policing with meetings to set priorities; greater respect by police toward those they arrest; police field interrogations of suspicious persons; higher numbers of police officers in cities; mailing arrest warrants to domestic violence offenders who leave the scene before police arrive, and programs using crime prevention through environmental design principles.

Sherman told Law Enforcement News that he expects the report to act as a filter for Congress in determining

which programs should continue to receive Federal funding, as well as to provide guidance to law enforcement agencies and communities in their efforts to fight crime.

"This report produces solid scientific evidence that shows police can reduce crime," Sherman said. "Yet there are many programs that some police departments are doing that work to prevent crime which many aren't even doing, such as repeat-offender units."

"If police did more work on hot spots, hot times and hot offenders, it

Continued on Page 8

LAPD survey plays down link between aggressive policing & racist attitudes

A recently published analysis of findings from a 1992 survey of Los Angeles police officers appears to refute a key finding of the panel charged with recommending police reforms in the aftermath of the Rodney King beating incident: Namely, the notion that the LAPD's aggressive style of policing precipitated the incident by encouraging the use of excessive force in minority communities.

The panel known informally as the Christopher Commission, which produced a report with more than 100 proposals for reform, also criticized the Police Department for the dearth of minority officers in supervisory ranks.

The newly published survey was originally conducted in January 1992, during the period between the King incident in 1991 and the deadly riots that

broke out when four white officers were acquitted of state charges stemming from the beating. Canvassing nearly 3,000 police officers — nearly half of the agency's uniformed force at the time — researchers found that black and Latino officers gave the police administration more favorable ratings than their white counterparts.

The survey, which was conducted by James Lasley, a professor of criminal justice and political science at the Fullerton campus of California State University, and Michael Hooper, a former LAPD lieutenant who is now an assistant professor of criminal justice at Pennsylvania State University in Harrisburg, also found that minority officers generally gave higher marks than whites to working conditions and felt the job had more "personal rewards" to offer than white officers did.

Just over 2,800 officers submitted responses to the survey, which had been ordered by then-Police Chief Daryl F. Gates to gauge officer attitudes and morale. Many of the officers provided extensive — and telling — written com-

ments to the researchers, who believe it is the largest academic survey of LAPD officers ever undertaken.

"Officers were very candid in their responses," Lasley told Law Enforcement News. "They said things they probably never would have otherwise. At that time, decorum had broken down and people weren't afraid to talk. [The King beating] caused people to speak their minds."

Lasley recalled that Gates was going to use the survey results "to help repair problems in the department" as a result of the King incident. However, the findings proved so surprising that he had to review the numbers several times — and in all likelihood contributed to the long delay in their being published.

Their analyses of the responses found no evidence of systemic racism, although, like the Christopher Commission, they did find evidence of racist attitudes among individual officers.

"I thought there was something wrong with the data," said Lasley. "But with 3,000 people having consistent

Reforming the LAPD: Chief says the effort is in the home stretch. Page 8

attitudes, there was no mistake. Then I looked at the comments written on the surveys, and I realized there was a tremendous discontent among Caucasian officers because they felt singled out by the Christopher Commission and city officials.

"They felt they were being wrongly accused, being blamed for everything. They felt the commission was a bunch of outsiders who were trying to uncover something that wasn't there. They turned out to be right."

Lasley said he offered preliminary findings to the commission and to the news media, but to little avail. "They had no interest whatsoever," said Lasley, who speculated that the panel's finding on the racist nature of the agency was a foregone conclusion —

Continued on Page 8

In this issue:

Around The Netion: A coast-to-coast roundup of police news. **Pages 2, 3.**

People & Places: The benefits of a televised execution; blue thunder rolls into Big Apple; parting shots; 42 years is enough; fond farewell to G-man. **Page 4.**

Tribel troubles: Congress may continue bargain-basement funding of Indian law enforcement. **Page 5.**

Mutual benefit: New Mexico sheriff & Navajo Nation agree to cross-deputize. **Page 5.**

Cleaning up the mess: Audit rips DEA accounting practices. **Page 5.**

Stuck in neutral: Mobile command post stays in the garage. **Page 5.**

Castling a wide net: Delaware SP looks for quality recruits. **Page 7.**

Visual aids: Creating a domestic violence-free zone in Connecticut town. **Page 7.**

Are you out there? How 911 can track cell phones. **Page 7.**

Two-pronged reform: NYS overhauls parole. **Page 9.**

On-line help: Florida forms statewide cyber-crime squad. **Page 9.**

Smart move: A boost for NYPD intelligence unit. **Page 9.**

A cure for coke? Epilepsy drug may hold the answer for addicts. **Page 9.**

Forum: How the FBI plans to arrest the millennium computer bug. **Page 11.**

Criminal Justice Library: Ideas for your professional bookshelf. **Page 13.**

Upcoming Events: Professional development opportunities. **Page 15.**

Life's a beach: Vacation rowdies get a dose of unwanted publicity

Visitors who were arrested for minor crimes this summer by police in the seaside resort town of Rehoboth Beach, Del., learned that the long arm of the law can stretch pretty far — sometimes all the way back to the pages of their hometown newspapers.

The unwelcome news for such tourists is an outgrowth of the Police Department's recent policy of "shaming" offenders, publicizing arrests for quality-of-life violations like public urination, lewd behavior and even "skinny-dipping."

Police Chief Craig Doyle said the tactic is modeled after similar efforts launched by other police departments — and in some cases by fed-up residents — against a variety of low-level offenses. In recent years, residents of

areas rife with prostitution and drug use have videotaped suspected customers and offenders. Police, for their part, are increasingly using the media, even providing photographs of offenders, to make people think twice before committing similar violations.

The Atlantic Coast town has 1,245 full-time residents, but that population swells in the summer to as much as 100,000 — "day trippers, night trippers, week trippers, month trippers — you name it," said Doyle, who has headed the Rehoboth Beach police force since 1991 following a 21-year career with the Metropolitan Police Department in Washington, D.C.

A press release issued by the agency in June to announce the policy said it was yet another offensive against the

"loud, hoarse, obscene behavior of patrons leaving city bars at closing time, which wakes up half of the neighborhood."

In previous summers, police have used saturation patrols and adopted a zero-tolerance stance on public drunkenness, open-container and other minor offenses committed mostly by youths who live in the area or work summer jobs in Rehoboth Beach.

But the policy applies across the board, a fact that has not been lost on tourists who may get a little rowdy while vacationing on the Delaware shore, Doyle added during an interview last month with Law Enforcement News. "Winners of the Rehoboth lottery," is what Doyle calls those whose

Continued on Page 14

Around the Nation

Northeast



CONNECTICUT — Trumbull police will be getting video cameras for their patrol cars. Officials say the cameras were ordered before allegations arose that officers were unfairly targeting minorities for traffic stops.

The Middletown Police Department will get a gasoline pump for its new police headquarters after all, but not without a fight. By a 6-1 vote in July, the city's planning and zoning commission approved the pump, persuaded by Chief J. Edward Brynner's argument that the accessory was customary to a police station. The commission's latest vote comes nearly a year after it had previously rejected the gasoline pump at the cruiser service area, saying it made the facility look too much like a gasoline station. There were also concerns about the possibility of an explosion or fire at the pump. However, proponents argued that forcing police to refuel at the city yard would cause a severe hardship to law enforcement.

MARYLAND — Some \$30 million in fees from criminal offenders have been collected since January 1992 by the Division of Parole and Probation. Money received includes payments from offenders for their community-based supervision, \$40 a month for parolees, and \$25 a month from those on probation or enrolled in the Drinking Driver Monitor Program.

MASSACHUSETTS — Public safety officials are conducting seminars throughout the state to educate gun dealers on new licensing provisions that will take effect on Sept. 1, 1999. The changes include a requirement that holders of firearms identification cards, which are now issued for life, will have to renew them every four years.

NEW JERSEY — Overall crime in the state last year hit its lowest level since 1973. Dramatic declines in rapes and gun violence led a decline in total crime of 6 percent in urban areas, 7 percent in rural areas and 3 percent in the suburbs. The number of murders, robberies and assaults committed by gun-toting criminals dropped by 13 percent to 8,005, the lowest mark since 1987. An increase in the ranks of state and local law enforcement officers has been credited with the massive reduction.

A hearing officer recommended in August that administrative charges of sexual impropriety and neglect of duty be dropped against Haddonfield Police Sgt. George Ames because the borough had not proven its case. Ames, a 15-year veteran, was accused by a local resident of having sexual encounters with her while on duty. Ames has denied the charges and has filed a civil lawsuit in Camden County Superior Court against the borough, the person who filed charges against him and other local and police officials. In addition to the current charges of conduct unbecoming an officer, loafing and idling while on duty and unauthorized use of a motor vehicle, Ames faces seven unrelated charges, including harassment, disrespect and heckling of a patrolman.

Lodi police Lieut. Vincent Caruso, 31, a resident of Saddle Brook, has become the third officer to be charged by the Bergen County prosecutor's office with corruption. Caruso was accused of assaulting and threatening to kill a suspect in police custody and was charged with official misconduct. The suspect, Luke Hoffman, had been arrested on a charge of promoting prostitution.

NEW YORK — A lawyer for Shatrick Johnson, 17, accused of shooting New York City Police Officer Gerard Carter in the head at point-blank range in July, claims the teen-ager was refused counsel during questioning. The 28-year-old Carter died July 31 after clinging to life for several days in critical condition.

A bill that would have required domestic violence shelters to collect information on the age and gender of children who accompany shelter users was vetoed by Gov. George Pataki in August. Pataki said the requirement would be burdensome.

There were just 54 murders in New York City in the 28-day period ending Aug. 2, compared with 71 during the same span last year — a 24-percent plunge. While major crime fell 10 percent during that period, the homicide rate continues to show the steepest decline. With 357 killings so far this year, 105 fewer than last year's figures, the city is on track to log fewer than 600 murders in 1998. That last time that occurred was in 1965, when 549 murders were reported.

Former Middletown police officer Gary Pengel, 46, was indicted in early August on 37 counts of rape, sodomy and sexual abuse involving a child

younger than 14. The alleged incidents occurred between December 1996 and July 13.

PENNSYLVANIA — Three Clearfield teen-agers are accused of killing a 15-year-old learning-disabled girl by hanging her, then smashing her face with a rock. The victim, Kimberly Dotts, apparently cooperated in putting a noose around her neck after her new friends said it was an initiation. Two of the defendants allegedly hoisted the overweight teen-ager up until she convulsed and went limp. Prosecutors say the teens thought the victim was a snitch and would foil their plans to run away to Florida.

The Pennsylvania State Police's Automated Fingerprint Identification System is due for a \$4.2-million technology upgrade. The upgrade to an AFIS 21 system from NEC Technologies Inc. will increase the functionality and life span of the existing network, as well as save floor space, maintenance and electricity costs. The AFIS 21 is already Year 2000-compliant, and will give the State Police a more powerful identifier than previous systems and the ability to recognize fingerprints without operator intervention.

A \$5 million plan to install electronic scanners to screen for weapons and explosives is under way at the State Capitol Complex in Harrisburg. The project includes surveillance cameras and automatic door locks for outside entrances.

A 70-year-old Philadelphia woman was charged on Aug. 5 of suffocating eight of her 10 children starting in 1949. Marie Noe, said prosecutors, smothered them with a pillow or other soft object. The children were all between 13 days and 14 months old when they died. Noe claimed the children died in their sleep.

Southeast



ARKANSAS — Mitchell Johnson, 14, and Andrew Golden, 12, perpetrators of the deadliest in a recent nationwide series of school shootings, were sentenced Aug. 11 to the maximum penalty allowed by law. The two Jonesboro boys, who killed five people and wounded 10 others during a March 24 massacre, will be confined to a juvenile center, perhaps until they turn 21. Juvenile Court Judge Ralph Wilson Jr. added 90 days in jail should either be released before turning that age.

FLORIDA — Phillip Sanders, 43, was sentenced to life in prison Aug. 5 for stealing less than \$50 worth of underwear from a Wal-Mart in February. State law mandates that defendants who commit certain violent crimes within three years of being released from prison receive the maximum sentence for their latest crime. Sanders had been released in April 1997 after serving two years for aggravated battery.

A 9-year-old girl and her 18-year-old half-sister were injured last month when their car was broadsided by a vehicle fleeing Miami-Dade police. Officers say the blame for the accident, which has left Rena Williams fighting

for her life and her younger sister with a bump on the head, goes to Roger Kemp, 19, who they say was driving a stolen 1993 Toyota when he was spotted.

GEORGIA — While searching for Eric Robert Rudolph, a fugitive wanted for the Jan. 29 bombing of a Birmingham abortion clinic that killed a police officer, a pilot spotted a field in Cherokee County with 294 marijuana plants growing in it. Authorities destroyed the crop, worth over \$300,000.

NORTH CAROLINA — Five threats to bomb the state Internal Revenue Building were phoned in during a four-day span in early August by an unidentified caller angry over not receiving a tax refund. More than 1,000 employees had to be evacuated from the building with each call. No bombs were found.

A Gastonia police officer last month shot and wounded a man who dragged him more than 40 feet in a stolen truck. Officer R.W. Williamson had been investigating the theft of a pickup truck and had his body halfway in the vehicle through a window, looking inside with a flashlight, when the suspect, 36-year-old Kenneth Glaze, drove away. Glaze has a long arrest record with prior convictions including assault on a police officer and assault on a female. Williamson suffered bruises from the incident.

SOUTH CAROLINA — According to the state's Sex Offender Registry, nearly every city in South Carolina has a registered sex offender and at least half of those were convicted of crimes that involved minors.

Lieut. Gov. Bob Peeler has proposed putting a uniformed police officer in all 425 of the state's middle, junior high and high schools to prevent violence similar to the recent shootings across the nation.

TENNESSEE — A Federal prosecutor asserted during his opening trial arguments in August that six Shelby County sheriff's deputies paid \$3,500 each to get their jobs. The former chief deputy and former special deputy are charged with taking the money in a scheme that allegedly occurred between 1991 and 1994.

Midwest



ILLINOIS — A proposal to place metal detectors at all four entrances to the Illinois Statehouse in Springfield has been made by State Representative Mike Boland of East Moline, who was the target of a death threat in July.

KENTUCKY — State Police Det. Bill Riley was honored Aug. 2 with the 10th annual Vehicle Theft Investigation Award presented by 3M Corp. and the International Association of Auto Theft Investigators. Riley was hailed for an investigation that resulted in the recovery of hundreds of stolen cars and parts, as well as the arrests of several heads of an extensive auto theft organization. Through investigations lasting over eight years, the roots of a major "chop shop" were uncovered.

School administrators have been given the okay by the Jefferson County Board of Education to purchase 140 hand-held metal detectors to prevent students from carrying guns to class. A student would be searched only if a weapon is reported or someone is threatened.

OHIO — Four Toledo teen-agers were charged in August with torturing a 15-year-old, learning-disabled acquaintance. According to prosecutors, who are pressing to have the boys charged as adults for the attack, the victim was told that he and his attackers were going to play games and watch television. Once inside, said authorities, the boys beat his knees with a plastic dog bone until they bled, hog-tied him and then jumped off a table onto him and glued his genitals with Super Glue. They inserted firecrackers between his buttocks, lit them and left the room. The boys have been ordered held in a Lucas County juvenile detention center.

Miami Township is expected to file its response to Officer Cheryl Miracle's complaint with the U.S. Equal Employment Opportunity Commission, in which the 38-year-old officer claims she was subjected to a hostile work environment and sexist comments. The practice allegedly continued even after she was injured in a September 1997 training incident. Miracle is receiving worker's compensation benefits and has filed a disability retirement claim.



IOWA — Members of the Maquoketa Police Department will be taking defensive driving courses after three of four squad cars were wrecked in recent months. In all three accidents, the officers were issued summonses.

MISSOURI — A coalition of St. Louis-area law enforcement authorities, civic officials, clergy members and others have announced plans to help teens who renounce their gang affiliation with outreach programs, educational opportunities and job training. Those who won't, authorities said, will be prosecuted to the hilt. The initiative, called "Ceasefire," is aimed at combating young violence and is patterned after a Boston project that has significantly reduced youth and gang violence.

The Jefferson City chapter of the Fraternal Order of Police in July overwhelmingly voted no-confidence in Chief Tyler Brewer, only days after the City Council voted to keep him. An FOP attorney said officers had grounds for at least five lawsuits against Brewer, who has been chief since February 1996.

David Heide, who is serving 18 years to life for a sex crime, is suing prison health officials who have refused his requests for Depo Provera, a synthetic hormone used to suppress sexual urges.

MONTANA — A survey by state Corrections Department officials has found that 35 percent of the state's inmates were most recently sentenced for a property crime, 22 percent for a sex-related crime, and 9 percent for a drug



The mission of The NATSO Foundation is to conduct research and create knowledge that will benefit the travel plaza and truckstop industry and secure its future; to provide educational opportunities to industry employees; and, to coordinate public outreach programs which benefit the general public and enhance the industry.

The Foundation is awarding two research grants of up to \$5,000 each for projects focusing on the truckstop and travel plaza industry. These awards will support research by any eligible applicant.

Priority Area of Interest:

Safety at travel plazas and truckstops Successful proposals will focus on studying the level of safety and crime at travel plazas and truckstops in comparison to other 24 hour retail establishments and public rest areas. Research on this topic should also include an evaluation of distinctions in levels of safety by region.

Research projects are not limited to this area, and any reasonable proposal will be considered as it relates to the truckstop and travel plaza industry. Successful proposals will show clear benefit to the travel plaza and truckstop industry of the proposed study.

Deadline and Contact:

The deadline is October 19, 1998. For additional information about The NATSO Foundation, please visit The Foundation's web site at: <http://www.natso.com>. For application materials or additional information about the grant program, contact:

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Alexandria, VA 22314
phone: (703) 549-2100 • fax: (703) 684-8667

violation. Nearly two-thirds of all inmates have previous felony convictions.

NEBRASKA — The Legislature has appropriated \$10 million the Legislature for the relocation of the Nebraska State Patrol Academy from Lincoln to Grand Island and the renovation of the state Law Enforcement Training Center. Another \$2 million is expected to be allocated at a later date.

Mark Clinton, a janitor at the Kimball County Courthouse, was killed in August, by an unidentified gunman, who was arrested by police 20 minutes later following a standoff. Sheriff Marv Jensen said the suspect had been arrested hours before the incident after a bar fight, and had been released to the custody of his father. He went to the courthouse with a handgun and a rifle and pounded on the door until Clinton answered it. After a struggle, the janitor was shot.

The reversal by the state Supreme Court in August of its 1994 ruling that prosecutors have to prove malice in second-degree murder cases is causing the review of 130 cases. The earlier ruling had resulted in the release of 15 people convicted of murder, including Dennis Ryan, who in 1985 was convicted of helping his father beat, sexually abuse, shoot, stomp and partly skin a fellow cult member. He was released last year after a retrial. In 1977, the state Legislature changed the definition of second-degree murder by removing "malice" as one of the elements prosecutors have to prove. The standard had been restored in the 1994 ruling, but the court has now held that it has to follow the Legislature's definition.

NORTH DAKOTA — Larry Froistad Jr., 29, pleaded guilty in August to murdering his 5-year-old daughter by setting his Bowman house on fire. Froistad first confessed to the crime by E-mail to an alcohol support group. In past court filings, an FBI agent said he found child pornography on Froistad's computer and two Internet messages in which he also claimed to have molested his child.



COLORADO — Accused drunken driver Keith Brian Hilger faces felony assault charges after leading State Police on a 4½-mile chase through Montrose that resulted in a collision with a patrol car. Hilger, driving a tractor-trailer, was captured when his tires were flattened by "road fangs," a strip of sharp spikes deployed on the road. Deputy Mark Cook, the driver of the patrol car, was not hurt, although severe damage was done to his cruiser.

For the second time in three years, officers of the Commerce City Police Department are trying to get the 400 signatures necessary to put a measure on the November ballot requiring the city to recognize a union for police. Leaders of the city's chapter of the Fraternal Order of Police, which is spearheading the effort, say such a move would provide stability for the 59 em-

ployees who would be covered. City leaders are opposed to the measure, however, saying it could lead to strikes.

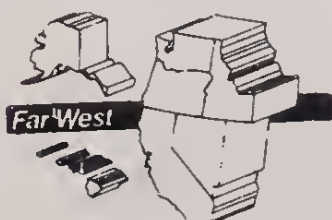
OKLAHOMA — Kenneth Jerome Herrion, 37, and Angela Christy Herrion, 20, of Tulsa, were charged in August with trying to pass a forged check and holding one of their 16-month-old twins out the window as they tried to elude police. The couple fled in their white van after a bank employee called police. While the vehicle was on the highway, law enforcement officers reportedly saw Angela Herrion holding the infant out of the passenger side window. They were arrested, and their children removed from their custody, after Herrion lost control of the van and it rolled onto its side.

TEXAS — A Brazoria woman, Beverly Charry, 35, faces up to four years in prison on charges that she allowed teen-agers to drink alcohol at a party at her house after which one died in a car accident.

A wide-ranging effort has been adopted by the Austin City Council to try and smooth race relations between the community and city's Police Department. The agreement stemmed from a 1995 incident in which more than 80 police officers and a group made up primarily of black teen-agers clashed during a Valentine's Day party. Sixteen residents sued, saying police used excessive force. Under the agreement, the city will spend \$710,000 on First Step, a nonprofit corporation that will be created to pay for scholarships, job training, counseling and therapy. Also, an annual report will be released on the internal affairs division of the department, listing the number of complaints, the race and gender of accused officers and other information.

A Webb County warrant officer pleaded guilty in July to corruption charges. Rosa Elias, a 20-year employee of the Sheriff's Department, admitted to illegally obtaining someone's criminal record from an FBI database and then selling the information for \$500. She faces a maximum sentence of five years in prison and a \$250,000 fine.

A temporary injunction against six Austin youths may become a restraining order if a district judge heeds the claims of local residents and business owners that the injunction helped to ease an atmosphere of intimidation brought about by the six. If issued, the restraining order would mark the first time in Texas that a civil public-nuisance statute would be used to prevent gang activities. Among the sanctions that could be issued by the court would be those barring the youths from gathering together in public, wearing gang colors, making loud noises and possessing beepers, all within a specified eight-block neighborhood area.



ALASKA — Anchorage Mayor Rick Mystrom violated a city labor contract in 1994 when he changed police officers' work schedules to a five-day week,

an independent arbitrator ruled in August. Lawyers for the police union said they will now insist that officers return to a 10-hour, four-day work week.

CALIFORNIA — Los Angeles County's appeal of a \$15.9-million civil rights damage award was denied July 29 by the state Supreme Court. With attorney's fees, the bill is expected to add up to \$24 million, making it perhaps the largest award against police in the state's history. The case stems from a 1989 incident in which 24 sheriff's deputies used excessive force to break up a party of Samoan-Americans. A videotape of the incident belied officers' claims that they were attacked with rocks and bottles.

The city of Oakland has effectively appointed the nation's first official marijuana supply agency, after officials announced in August that staff members of the Oakland Cannabis Buyers' Cooperative would be designated as "officers of the city," a move intended to shield them from federal prosecution.

Los Angeles County will pay more than \$900,000 to the city of Los Angeles for improper distribution of alcohol laboratory fees. The city sued the county when it discovered that since

1992, the county had collected fees for alcohol analysis work performed by the Los Angeles Police Department's crime lab but had not distributed the fees to the city.

Los Angeles law enforcement and city officials have vowed that the murderers of Officer Filbert H. Cuesta will be hunted down and brought to justice. Cuesta, a 26-year-old gang specialist, was shot in the head Aug. 9 as he and his partner, Richard Gabaldon, waited for backup to break up a loud party infiltrated by unwanted gang members. Cuesta is the 15th city police officer to be killed in the line of duty since 1990.

Three unidentified Los Angeles police officers are reportedly under investigation for lying in court and filing false reports, according to Federal officials. The allegations could lead to the reopening of old criminal cases.

NEVADA — A contract has been approved between the state prison system and Telnet International Inc. that will allow 200 inmates at the Lovelock Correctional Center to work as telephone solicitors. Inmates will be given no addresses, only a list showing prospective customers' names and telephone numbers.

Reno Mayor Jeff Griffin said he has asked for a review of the more than 100 arrests made by police during a riot at the city's "Hot August Nights" car rally. The riot involved 1,000 people.

WASHINGTON — The Seattle Police Department, which is nearly 100 officers short of full strength, has been setting record levels of overtime, with roughly \$7.5 million in overtime paid in 1997. One emergency dispatch supervisor came close to exceeding the \$112,108 annual salary of Police Chief Norm Stamper, who has ordered limits on the hours officers can work and canceled some details to prevent the overtime bill from reaching \$10 million.

More than 60 law enforcement officers from Spokane to Lewiston, Idaho, participated in a weekend special riot-control training program in Colfax in August. The sessions were organized in response to a disturbance on the Washington State University campus in May in which 23 officers were injured.

The Secretary of State has certified that proponents of an initiative to legalize the medical use of marijuana had gathered the 179,248 signatures necessary to place the measure on the November ballot.

Headlines are not enough

Affirmative-action programs looking a little black & blue
The jury is still out on community policing
It's a mother
Time to rethink academy & field training
Maternity-leave

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Bikers in blue

New York City residents might have thought the city had been overrun recently by outlaw motorcycle gangs last month when more than 1,000 bikers converged on the metropolis.

The riders, however, were members of the Blue Knights, an international fraternity of police officers who are assigned to police motorcycle units but ride as a hobby, as well as for altruistic causes.

Officers from as far away as Canada and Florida rode together on Aug. 9 to raise public awareness and much-needed cash for CopShot, an organization that rewards tipsters who provide information about criminals who attempt to or succeed in committing violence against police officers.

The trek around the Big Apple began and ended in a Bronx park, with each rider contributing a cash donation to participate in the tour. "We're promoting New York City to cops all around the world, and we want the public to know that everyone on motorcycles isn't a hoodlum," Blue Knights president Ed Cutinello told *The New York Post*.

CopShot takes anonymous tips about attacks on police officers, assigning each tipster an identification number. When a suspect is convicted in such cases, the tipsters are rewarded with \$10,000. "If you shoot at a police officer and miss, and the bullet lands in a wall behind him and he walks away

unseathed, there is immediately a \$10,000 bounty on your head," said CopShot director John Provetto. "You shoot at a police officer, you're shooting at all of us."

Provetto, who spent the day of the motorcycle run barbecuing hot dogs and hamburgers for the participants, said, he was gratified that the Blue Knights chose his group for its annual benefit. The money is greatly needed, three New York police officers have been shot to death in the line of duty so far this year, and scores are injured in attacks annually.

"It really makes you feel good," Provetto said. "Police officers are like a family, and they're taking care of their own."

Previous Blue Knights benefit rides have raised money for the American Red Cross, sickle-cell anemia and breast-cancer research, Cutinello said.

Pot shots

The man who had been special agent-in-charge of the Drug Enforcement Administration's South Florida field office used the occasion of his recent retirement to offer a few criticisms of Federal drug control policies.

Bill Mitchell, 51, stepped down last month as the SAC who led a force of 400 DEA agents assigned to intercept drugs from entering South Florida and the Bahamas, saying the drug war has been a conflict in words only.

"We've done a good job, but the anti-drug effort — it's really not a war — has never been very consistent," Mitchell told *The Miami Herald* shortly before he stepped down to become vice president of Corporate Integrity Services, a security and investigative subsidiary of Holland & Knight. Mitchell, who spent 27 years with the DEA, including assignments in Mexico and Puerto Rico, as well as a year and a half as chief of South Florida operations, compared DEA's role in stemming the tide of drugs from overseas to that of state troopers trying to snare speeders. Troopers catch some bad drivers and deter others, he noted, but they don't stop speeding, just keep it under control.

"We're basically a deterrent," said Mitchell. "If there were no troopers between here and there, there would be a lot more speeding."

Under Mitchell's tenure, DEA resources were increased to meet the ever-growing demands placed on the agency in South Florida, which is at the nexus of drug-smuggling routes to the United States from the Caribbean and South America.

About 30 agents were added in the past year or so as it became apparent that Florida was regaining favor over Mexico as a transshipment point for narcotics. DEA is still recruiting, and is running radio ads on stations popular with youths to bring more minorities into the agency.

The DEA has seized more heroin and cocaine in the past two years, Mitchell said. But his pride in the agency's achievements — and those of other agencies, like the U.S. Customs Service, which often conduct joint operations with the agency — is tempered with the realization that drug use nationwide is on the rise, particularly among the young.

Televised killing's benefits

Sheriff cable TV show helps boost pet adoptions

A North Carolina sheriff says the mercy killing of an unwanted dog at a local animal shelter that was televised on his cable-access program last month has had the desired effect of increasing public awareness about the plight of abandoned and stray pets.

Since the procedure was shown, adoptions of pets from the shelter have up gone 300 percent over last year's rate.

Guilford County Sheriff BJ Barnes received international news coverage when he announced his intention to televise the euthanasia of a dog on his monthly "Sheriff's Beat" cable-access program.

The Aug. 7 edition of the program showed the dog, a collie mix, being administered a lethal injection of Phenobarbital, and his subsequent death 25 seconds later. It also showed the dog's corpse being placed in a 55-gallon drum along with the bodies of other pets put to death at the Guilford County Animal Shelter that day, all to be taken away for cremation.

The facility takes in roughly 13,000 dogs and cats each year; ultimately, about 10,000 of them are destroyed, Barnes said.

The Sheriff's Department took control of the shelter earlier this summer after numerous complaints of mismanagement and inhumane conditions. County officials

pleaded with Barnes to take control of the shelter after its director and chief veterinarian quit. "I didn't want to, but what I saw upset me so much that I decided to take it over for a time-definite period," Barnes said. "I'm a former Marine, and I'm not afraid of anything that walks, but I still cry when I watch 'Old Yeller,'" he said, referring to the classic Walt Disney film about a boy whose dog is killed after it contracts rabies.

Barnes said he expects to retain control of the shelter until the beginning of December, when it's hoped that the facility will be turned over to private hands. "That doesn't mean we're going to abandon it. We've put too much into it to just walk away," Barnes told *LEN*.

Since embarking on the effort, which is being overseen by Capt. David Powell, the agency has assigned inmates to physically upgrade the animal shelter, started a spaying and neutering clinic and revamped its operating procedures. Before the Sheriff's Department went in, some employees spent their entire work day putting animals to sleep; now they are assigned to the task only two hours a day. The facility's hours have been changed to make them more "user friendly," Barnes added.

Some found Barnes's graphic approach to the issue of animal euthanasia harsh, and he agreed, saying he'd received about 10

complaints from viewers. However, the overall response from local residents has been positive, with the number of adoptions pushed up past the 300-percent mark.

Local newspapers have publicized the effort, with one running a column tallying the number of animals picked up by county animal-control officers, how many of them were put to death and how many found new homes. "That keeps it in front of the public that the responsibility is still there," he said.

Barnes also has received international news coverage — including one article in a New York City tabloid whose headline called him a "kook" — as well as "a stack of letters six inches deep thanking us for what we've done," he said.

Marilyn Green, president of the local humane group Friends of the Animals, said the group totally supported the Sheriff's decision to broadcast the euthanasia. "Unfortunately, it became necessary because we could not get the attention to deal with this problem. And it has proved effective — we've had hundreds of people coming to the shelter wanting to adopt. It's proved very beneficial," she said, adding that the adoption rate of six or seven a day had doubled since the program aired.

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A new round of powerful anti-drug spots on TV and radio — a campaign whose cost is pegged at \$150 million — may turn things around, Mitchell observed. "I think when they stopped running some of those public service ads in the early 1990s, people became less aware. Maybe parents and kids just weren't getting the message."

Mitchell said he has talked to his 10-year-old son about the problem. "I try to talk to him about the dangers of drugs in a straightforward way," he said. And he also shares an observation that he's picked up after more than two decades as a narcotics agent: "The people who deal in drugs have no regard for human beings."

His time has come

Having weathered two suspensions, a lawsuit, internal criticism and efforts by several mayors to remove him from office, a Connecticut police chief was set to retire last month after 42 years with his department — a whopping 34 of them as head of the agency.

Hamden Police Chief John P. Ambrogio, 64, announced his retirement Aug. 9 in a press release issued by the office of Mayor Barbara A. DeNicola, who praised him for his four decades of service to the New Haven suburb. Ambrogio, who has been on temporary total disability for the past year, was expected to step down by the end of August.

Ambrogio gained fame statewide as

a strong supporter of gun-control measures, including tightening the gun permit process, which put him at odds with the state Firearms Permit Examiners Board and gun-owners' rights groups.

His tenure was also marked by several clashes with his bosses — including Mayor John L. Carusone who ordered the Chief suspended from 1989 to 1991 as he sought to have him removed from the post. The conflict polarized the city, but Ambrogio won the battle of wills when a Superior Court judge ruled that Carusone never gave the Chief adequate warning that his actions could cost him his job — even though Ambrogio had racked up six reprimands and seven disciplinary letters. Carusone said the entire matter was politically motivated.

When contacted by *The Hartford Courant* about Ambrogio's retirement, Carusone said the move "was the best decision Ambrogio has made since he became police chief."

In 1979, Ambrogio fought criminal charges after he was accused of covering up the arrest of a former mayor's son on shoplifting charges. A New Haven Superior Court jury found him innocent of evidence- and record-tampering charges the following year.

Fond farewell

I.C. Smith, the special agent in charge of the FBI's Arkansas field office, who is credited with improving relations with residents and state and

local law enforcement agencies, has called it a career, retiring on July 31 after 25 years of service.

Smith, 55, said that despite his quarter-century with the bureau, he still looked forward to coming to work every day — right up to the end. "I think it's important that you leave when you still have enthusiasm for a job," Smith remarked when he announced his plans a week earlier.

Smith, who said he might write a book about his FBI career, was named to head the field office in Little Rock on July 31, 1995. He began the assignment by telling his staff he did not want his calls screened. The "open-phone" policy resulted in Smith talking to hundreds of state residents about the FBI's work, which improved the agency's relationship with the public.

"When you are inaccessible, sometimes it takes on a sinister air. When you're open, people realize that you're real people," he observed.

The same policy applied to journalists, as Smith sought to veer away from the bureau's tight-lipped policies toward the press.

Local law enforcement officials praised Smith, saying he greatly improved the relationship between the bureau and state and local law enforcement agencies. "I hope the next agent in charge here is as easy to work with and cooperative as he's been," said Danny Bradley, chief deputy of the Pulaski County Sheriff's Office.

William Temple, the assistant agent in charge of the Little Rock office, was chosen to succeed Smith on an interim basis until Director Louis Freeh can name a permanent successor.

Congress eyes tribal policing on the cheap

Congress this month returned from its end-of-summer recess to considerable unfinished business, including a proposal by the Clinton Administration to provide a sorely needed increase in funding for law enforcement on crime-ridden Indian reservations. However, that ambitious plan, according to one Justice Department official, is now "completely up in the air."

A House subcommittee has slashed the amount of resources approved by its counterpart in the Senate to \$40 million from \$140.4 million, which in effect maintains the bargain-basement levels of funding that Native American law enforcement officials say has badly hampered efforts to control skyrocketing crime on reservations.

President Clinton's budget for the 1999 fiscal year called for a total of \$182.4 million for Indian Country law enforcement. The increase would be used to raise the number of FBI agents who investigate major crimes on reservations, improve and modernize jails, provide extra resources to tribal courts and raise the amount of Justice Department community-policing grants available to tribal law enforcement agencies for training, equipment and infrastructure improvements.

Tribes are eligible for Justice Department police hiring grants, and funding to increase the number of officers in shorthanded tribal police agencies is included in the appropriations bill for the Interior Department's Bureau of Indian Affairs, the House subcommittee report noted.

The BIA is responsible for overseeing much of the Indian law enforcement apparatus.

The President's budget had called for increasing BIA's law enforcement budget by \$25 million, to \$100 million. But under the Senate markup, BIA's funding actually was decreased by \$3.5 million, according to a document detailing the status of the initiative that was provided to Law Enforcement News by a Federal official, who requested anonymity.

The House subcommittee's markup

makes no provision to increase the number of FBI investigators, provides only \$15 million for funding and training, and offers no additional resources to fund improvements in the tribal court system.

The House panel also slashed to \$1.5 million the \$3.5 million requested by the Administration for U.S. Attorneys who prosecute major crimes on

enforcement from BIA to the Justice Department, a move that would still allow tribes to start their own police departments, which many have opted to do in recent years.

In January, following "unprecedented" consultations between the Federal Government and tribal leaders nationwide, Attorney General Janet Reno and Interior Secretary Bruce Bab-

"Resources are the issue here. If resources are available, the issue of who's running it will really be secondary."

Indian lands. The reduced funding level should be used for the "highest priority increases requested, which include computer crime, defensive civil litigation, and violent crime in Indian Country," the DOJ document stated.

House-Senate conferees will be lobbied to restore funding, said the Federal official. Noting that crime rates in Indian Country have jumped in recent years, in defiance of the national downward trend, the official warned of dire consequences if resources were not increased.

"We have one goal here that's very, very simple but extremely important, and that's to raise the level of public safety in Indian Country to that which is enjoyed by the rest of the people in the United States — protection the rest of us take for granted," he said.

Ted Quasula, who heads the BIA's criminal investigations division, told LEN that the situation is extremely frustrating for those on the front lines of the battle against crime on the reservations. "We've done our homework between Justice, Interior and BIA," he said. "The initiative report really spells out our needs. I can't get any more specific without showing bloody photos [of crime victims]. Anyone who sees that report can see the dire need."

Still to be resolved is whether to shift responsibility for Indian law en-

bitt recommended that Clinton endorse a proposal to consolidate the three major law enforcement programs — criminal investigations, uniformed police and jails — under the line and budget authority of the BIA Office of Law Enforcement Services. Under this proposal, the Justice Department would assist OLES by "expanding the availability of technical assistance and training."

Another option is to transfer the three BIA law enforcement functions to DOJ, while maintaining Federal programs that provide funding for tribal police departments.

"Right now, [BIA functions] are fragmented," the Federal official pointed out. "For example, [OLES] has responsibility over criminal investigations, academy and specialized functions. They do not have responsibility over uniformed officers. That's the responsibility of area directors and superintendents," many of whom have no law enforcement experience.

Tribal leaders say they need more time to study the options, but Quasula said the majority of tribal officials with whom he's discussed the issue prefer keeping law enforcement functions under BIA. "I say resources are the issue here. If resources are available, the issue of who's running it will really be secondary."

Navajos & sheriff in cross-deputizing pact

A joint agreement signed last month between the Navajo Nation Department of Public Safety and the McKinley County, N.M., Sheriff's Department will cross-deputize the sworn members of those agencies, giving them the authority to pursue, arrest and charge suspects in both jurisdictions.

Sheriff Frank Gonzales, whose jurisdiction in the northwest corner of the state abuts the Navajo Nation, said it is hoped that the agreement signed Aug. 27 will help police in both agencies control crime more effectively.

The crazy-quilt of authority on Indian lands is a primary reason for ineffective law enforcement in those areas, Gonzales told Law Enforcement News. In effect, suspects could thumb their noses at police whose actions were restricted by jurisdictional concerns. "We're talking in some cases only feet apart here," said the Sheriff.

"Previously, we couldn't arrest Indians on the reservation; they couldn't arrest non-Indians for misdemeanors [committed on reservations] and had to call in the FBI," Gonzales said.

The agreement will help both agencies crack down on such offenses as domestic violence, which Gonzales called "our biggest problem."

"All of their calls come into 911, so the dispatcher would dispatch us, we'd get there and we'd find [the offense] occurred in the Navajo jurisdiction," Gonzales explained. "We'd have to wait for the Navajo officer to show up, and we couldn't do much of anything — couldn't file complaints or make arrests — just ask the individual to leave. And if they didn't want to, we could couldn't do anything because we had no authority."

Arrests for drunken driving made on Indian land by McKinley County deputies were routinely dismissed thrown out of court because the deputies had gone outside their jurisdiction, Gonzales

added. "Now we'll be able arrest them and have their cases heard in tribal court."

The first-ever agreement is the result of nearly six years of careful negotiations aimed at ensuring that Navajo sovereignty remains intact, the Sheriff said. "We think they know now that we're not trying to take away their sovereignty. We just want to provide equal protection," Gonzales added that the two agencies enjoy a good working relationship — when efforts aren't hampered by jurisdictional issues.

As part of the agreement, deputies will receive additional training on domestic violence and DUI enforcement, as well as classes about the Indian law enforcement system and tribal law.

The agreement contains a provision allowing either side to opt out if it is not effective. But Gonzales said he's optimistic that that won't happen and that the plan will benefit residents of both jurisdictions. "They have been the ones who have been losing out. They'll see benefits in increased response time and more convictions," he said.

Navajo Nation officials did not return calls from LEN for comment on the agreement, which is being closely watched by other agencies confronting similar jurisdictional problems. "There are other people interested to see if this works, other counties with the same problem we have," Gonzales said.

Ted Quasula, director of the Bureau of Indian Affairs' Office of Law Enforcement Services, the Federal agency that conducts criminal investigations on Indian lands, told LEN that his agency wants to deputize McKinley County investigators to provide a much-needed boost to BIA's crime-fighting efforts.

"We ought to deputize Navajo Nation police as Federal officers, but we're going to try to deputize McKinley County officers," he said. "If officers can act on Federal offenses, enforcement would be much better."

Mobile command post never makes it out of the garage

The mobile police command center used for the past two summers in high-crime neighborhoods of Kenner, La., as a hedge against crime and street-level drug-dealing has been absent from city streets this year.

The 38-foot command vehicle was staffed by at least one officer at all times, and gave police a 24-hour-a-day presence in crime-troubled neighborhoods. It also was used as a satellite station where officers assigned to the city's north side could attend roll calls and write reports.

But The New Orleans Times-Picayune reported recently that the vehicle has not left the police pound all summer because Police Chief Nick Congeni said that splitting up roll call "fragmented command" so that some officers weren't apprised of new policies, directives or other information they needed to do their jobs.

Congenini said he believes that deployment of the unit had a positive effect on crime rates in certain neighborhoods and helped residents feel more secure, but cautioned that it was just a

gut feeling. No comparison has been made of crime rates in the neighborhoods during periods before and after the unit was deployed.

The Kenner Police Department acquired the vehicle for \$200,000 in 1995, deploying it first on Clemson Drive, and the following summer on 27th Street. It has also been used to help flush a murder suspect from the swamps of Lafourche Parish, as well as to patrol special events, like Super Bowl XXXI in New Orleans. The mobile command post has even been exhibited at several law enforcement conferences in Louisiana and Mississippi.

This past winter, the Chief ordered the unit to a Duke Street apartment complex where residents had started a campaign to drive out drug dealers. Ken Dean, a real estate agent who manages some properties in the area, told The Times-Picayune that the unit's presence acted as a deterrent but that apartment owners played a key role in ridding the area of criminals.

"If you just stick a command post there to baby-sit a bad neighborhood,

when you take it out, it'll go right back," said Dean.

While the Chief said he's not sure when the command center might return to the streets, he is considering deploying it in a fixed location and assigning an officer to staff the vehicle.

Audit rips DEA accounting practices

Drug agency agrees to clean up its fiscal house

The Drug Enforcement Administration will implement nearly all of the recommendations made in an audit that said the drug-fighting agency hasn't been able to "accurately and completely account" for the property it owns, cash obtained by undercover agents from drug traffickers in sting operations or the amount of seized drugs in its property room.

The audit by the accounting firm of KPMG Peat Marwick, which was conducted under new government-accountability rules and released in mid-July, found that accounting systems used by the DEA were so inept that the com-

pany could not form an opinion as to whether the agency's books were accurate. "We were unable to satisfy ourselves as to the fair presentation of these balances and transactions," Peat Marwick reported after examining DEA accounting figures for last year.

The firm cited DEA for several "material weaknesses" — the most severe criticism in professional accounting, some of which had been brought to the agency's attention in the past.

DEA officials did not disagree with the findings. The agency is implementing most of recommendations contained in the audit, including improvements in

its accounting systems, many of which had become outdated, said a spokeswoman, Rogene Waite.

"We've made several fundamental changes," Waite told Law Enforcement News. "We've put new managers in charge of reforming our financial operations, and we've also put in two major financial systems reforms that should answer some of the questions raised by the audit."

The audit comes three months after criminal cases were brought against two DEA workers, accused them of stealing more than \$6 million in schemes that went undetected for years.

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Casting a wide net

Delaware SP looks to attract — and keep — quality minority recruits

The Delaware State Police is casting wide its "trooper recruitment net," launching an all-out effort that will go beyond state borders to attract qualified minority recruits for the force of about 550 troopers.

Currently, less than 10 percent of the DSP's troopers are African-American.

Capt. Mark Seifert said last month that the dearth of black recruits is not due to discriminatory hiring practices, as some critics of the agency have charged. "The Delaware State Police does not tolerate any form of discrimination," declared Seifert, the agency's chief spokesman. "The organization prides itself on being an open, fair, caring and community-oriented department."

Rather, Seifert told LEN, a booming economy that has brought record low levels of unemployment to the state, combined with keen competition for qualified candidates from other law enforcement agencies in Delaware and surrounding states are the primary reasons why the State Police has failed to hire more minorities.

"Delaware is a very small state with a total population of approximately 750,000," Seifert noted. "While DSP has not been able to obtain reliable statistics on the current relevant labor market, it is suspected that the population has difficulty

achieving the minimum qualifications of the position, i.e., associate's degree; valid driver's license, no felony arrests and a sincere desire to become a DSP trooper."

To remedy the situation, the agency recently overhauled its entire recruiting program. It has decentralized its candidate identification and selection process so that recruiters will work in the field, traveling to colleges, universities and targeted neighborhoods to provide potential applicants with information about the agency. At least one uniformed trooper in each DSP troop will be designated as a recruiter.

Recruiters also will hit the road to launch drives in five neighboring states over the next two months to help it meet a goal of hiring 50 troopers within the next year, Seifert said.

The DSP recruitment program will also be retooled by adding enhanced technology, including an applicant tracking data base and an on-line computerized background check program.

The agency also will launch an aggressive marketing campaign extolling salaries and benefits offered by the agency, including opportunities for advancement, tuition reimbursement and liberal vacation and leave policies, Seifert added. Troopers get \$36,000 a year for their first year of service, he said.

As other law enforcement agencies have been learning all too well recently, it is often difficult to retain recruits as they wait for

slots in the training academy to open up.

So the agency is taking the unusual tack of enlisting a private consultant who will assist recruiters in building "long-term relationships with colleges and university officials who can identify students who might be interested in a career with DSP," Seifert said. He likened the strategy to that used by corporations in the private-sector.

The consultant will compile a list of at least 10 "qualified minority applicants [who] can accept an offer to attend the State Police training academy after having successfully passed the rigorous components of the hiring process." The agency will offer those applicants "seasonal/casual positions" pending their placement in the next recruiting class. The idea is to allow the agency to "retain the individual, train them and prepare them" for academy, Seifert said.

"Although the program will be offered to the best-qualified applicants, it will also allow DSP to retain highly sought minority applicants who are frequently lost to other police departments," Seifert told LEN.

A testing firm is in the process of conducting a job task analysis for the agency, which will use the information to develop a new written cognitive test. That process is expected to be completed by January, Seifert said.

Conn. PD takes video approach to crime:

Bristol bristles at domestic violence

Doing its part to make the city of Bristol, Conn., a "domestic violence-free zone," the Police Department there has produced a video on the nationwide problem that utilizes the talents of real-life police officers to portray authorities and local actors portraying victims.

The 22-minute video, titled "Zero Tolerance: Domestic Violence in Bristol," contains enactments of domestic-violence incidents involving high-school sweethearts — "to show that the

violence can start at a young age," said Police Chief John DiVenere — and those involving married couples with children. It also tries to show how the violence affects children and shows officers working through a domestic-violence incident.

The video, which also has interviews victim service providers and local officials, including DiVenere, is intended as an informational and educational effort, said Marie Brigida, a

crisis-intervention specialist for the Police Department who had a hand in the script. "I wanted to show the various dynamics [of domestic violence], especially in relation to children and teens, particularly in how they form relationships," she told Law Enforcement News. "It really encourages everyone to be responsible — and responsive."

The video was made with the help of a \$20,000 grant from the Justice Department's Office of Community

Oriented Policing Services, utilizing the talents of local high school students and professional actors, as well as real Bristol police officers, said Brigida, who also appears in the tape.

The tape was first broadcast on the state's Nutmeg television cable-access channel in June and has been repeated several times. The next showing is scheduled for Oct. 21, Brigida said.

Domestic violence is no more prevalent in Bristol than in any other community, Brigida told LEN, adding that Chief DiVenere is "proactive and very supportive of programs like this."

"That's one of the reasons I'm here — I can intervene early before there's an arrest. I'll contact families to see if they need resources," said Brigida, who

has worked for the Police Department for three years.

"Domestic violence is a big issue all across the country, and we just saw a need for it," added DiVenere, who said each of the department's 112 officers is required to complete 24 hours of training on domestic violence issues and police procedures.

The department follows a mandatory-arrest policy in domestic-violence cases, and makes an average of about 1,300 arrests for the offense each year, DiVenere said.

[The Bristol Police Department is offering free copies of the video to any law enforcement agency that requests one. Contact: Marie Brigida, 860-584-7714.]

We know you're out there somewhere...

911 system tries tracking cell phones in Denver-area test

The first pilot test of a system that will enable cellular phone users to broadcast their locations to 911 emergency dispatchers is underway in Colorado and is showing promise. The New York Times reported Aug. 14.

The system, which uses special software inside the phone handset that interfaces with satellite-based global positioning technology to pinpoint a caller's location, is being field-tested by the city of Denver, and in Denver and Adams counties. The Times reported.

Snaptrack Inc., a San Jose, Calif., firm, developed the system as part of

an industry-wide effort to develop technology for cellular location detection.

The Federal Communications Commission approved regulations requiring wireless carriers to be able to provide location information accurate to within 136 yards at least 67 percent of the time. The industry has until October 2001 to comply.

In preliminary tests in the Denver area, the system has shown an accuracy of just over 100 yards, Snaptrack officials reported, which in the real world would provide 911 dispatchers with more accurate information on the

whereabouts of cell phone-equipped motorists or pedestrians who require emergency or police services.

The key to the system is software imbedded in the phone handset that utilizes a high-speed chip known as a digital signal processor — a common component of cellular phones. The difference in the Snaptrack system is that the phone's software works in conjunction with a central computer to provide additional processing and data, thereby improving the accuracy in determining a caller's location, and making quicker emergency-response possible.

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Does your favorite crime-prevention program work?

Continued from Page 1

could bring down crime in the nation even further," he added. "My sense is that the majority of police time is not being focused that way. We still have a long way to go."

The report also underscores the critical need for funding to conduct concrete scientific evaluations of Government-funded crime-prevention programs. A decade ago, Sherman, backed by more than 40 police chiefs, advised that at least 10 percent of funding for anti-crime programs be put aside for evaluations.

"This report would have been a lot longer and would have had a lot much bigger list of what works if the Congress had followed the police chiefs' recommendations in 1988," he said. "They didn't, and the result was that virtually nothing under the Byrne [anti-crime grant] program has been evaluated, which means, in a sense, we've lost all of the knowledge we could have had by spending that money in a way that could have been evaluated."

While the 1994 crime bill provided that about 2 percent or 3 percent of

funding be set aside for evaluation, Sherman said that's not enough. "Relative to the enormity of the question and the scale of the problems, and in the judgment of the six authors of the report, it's still way too small. We have to have more of an FDA model for making sure crime-prevention policies are safe and effective."

Still, the report shows that much more evaluation is being done now than at any time before, noted Jeremy Travis, the director of the National Institute of Justice. "I think the very good news here that we can report outside the context of this study is that practitioners in a number of these areas are taking precisely the sort of re-examination [of their efforts] that the research has called for," he said.

"There are a number of instances where administrators are taking a hard look at the operating principles of their programs — boot camps, the DARE program, intensive supervision and diversion programs. All are undergoing constructive reexaminations based upon the research findings that they do not reduce crime," Travis noted.

Just because a program was classified as ineffective against crime does not mean it had no positive ancillary effects, Sherman pointed out. Using DARE as an example, he said that while the program apparently has little impact in persuading students not to use drugs, the close contact shared by students and police that teach the course might result in better relations between officers and youth in the long run.

Sherman cautioned that it was not within the purview of his research team to explain why some tactics and programs show promise or concrete evidence of being effective against crime, while others apparently do not. The data base of evaluations that was compiled and reviewed by the research team will be maintained, he said, and the team

has received \$1.5 million in funding from private-sector organizations who think "it's important to take this kind of approach to government programs."

It's not inconceivable, Sherman added, "we can take something off the 'doesn't work' list, if we get a preponderance of studies that show it does work.... This is not carved in stone. The science is always evolving, and policies change from year to year, but this is the best evidence we have right now."

While it is still unclear what impact the review might have on Federal anti-crime programs, some state and local governments, as well as officials in foreign countries, have taken notice of its findings, said Sherman, who has testified before Congress on the issue four times since the report was submitted.

Sherman has briefed state officials in Arizona, who plan to create a state-wide anti-crime program around the report's findings. The state of Washington has hired one of the report's co-authors, Doris L. MacKenzie, to review state-funded anti-crime programs to show which ones are effective. And Ohio officials recently limited their juvenile crime programs to those that the report indicated were effective.

Overseas, the British Parliament announced in July that it had used the report when it approved a £3-billion increase in funding for anti-crime programs over the next three years. Sherman said the Maryland report has also been favorably received by government agencies in Taiwan, Hungary and Australia.

Chief: LAPD is in home stretch of implementing post-King reforms

Six years after a blue-ribbon commission issued a blistering report with more than 100 recommendations for reforming the Los Angeles Police Department, Police Chief Bernard Parks says the agency has implemented more than three-quarters of the changes, including revised policies on use of force.

A status report issued last month by Parks to the Los Angeles Police Commission, the civilian body that oversees the LAPD, said the agency had implemented 82 of the 102 reforms recommended by the Christopher Commission, which in the aftermath of the 1991 beating of black motorist Rodney King had charged that the department suffered from a subculture of racism tolerated by LAPD officials. That climate in turn often resulted in officers using excessive force against minorities, the Christopher Commission said.

Parks said the remainder of the proposed changes are to be implemented by the end of the year — an achievement that Parks termed a "milestone" for the LAPD and the residents it serves.

Some of the changes, including five-year term limits for police chiefs, already have been in effect for several years. Parks also has continued an effort begun by his predecessor, Willie Williams, to instill community policing throughout the agency.

The report by Parks also noted that the LAPD has implemented 96 of 124 recommendations contained in a report issued last year by five task forces created to focus on use of force, personnel, human relations, discipline and community policing issues raised by the Christopher Commission.

The report said the department began revising its use-of-force policies soon after the King beating and has beefed up internal investigations into such incidents. It also has developed a system of oversight to ensure fair investigations and to root out officers who commit brutality.

The LAPD also has implemented strict zero-tolerance policies against racism and bias within the agency, the report added, and has increased sensitivity training for officers.

Community policing has become "a guiding philosophy" throughout the LAPD, according to a summary of the report — one it said has "evolved into the broader concept of community government," which aims to "strengthen the partnership between police and resi-

dents. Cultural awareness and diversity were said to be a key part of the effort.

The LAPD also has expanded its recruitment efforts, with a special focus in minority and gay communities, as well as on college campuses to attract better educated recruits, the report added. Recruit and in-service training programs have been enhanced, with an emphasis on tactical communication and problem-solving skills.

The department soon will hire an administrator to oversee its training efforts — a "pivotal recommendation" of the commission, the report added.

The LAPD has developed a personnel tracking system that is used for the transfer, promotion, evaluation and discipline of employees, the report said. A Federal grant is being used to develop a system to monitor what the document termed "personnel incidents."

The LAPD's disciplinary system, which was criticized as lax and ineffective by the Christopher Commission, "has undergone a complete overhaul," including the establishment of an Of-

fice of the Inspector General to provide review and oversight. The Internal Affairs Division has been expanded, with additional detectives to "enhance the quality of investigations" and allow the division to handle a greater percentage of complaints, the report stated.

Parks said the department is succeeding in implementing what he called the commission's "real message" — "to change its culture dramatically from one that provided aloof and removed service to one that operates in true partnership with the people it serves."

Parks vowed that the LAPD "will never, at least during this administration, slip back into the isolationist way of dealing with community problems at the operating level."

"The men and women of this department would not abandon the partnerships they have worked so hard to forge, the Board of Police Commissioners would never allow it, the City Council and Mayor would stop it and, most importantly, the people of this city wouldn't stand for it," he said.

Aggressive policing isn't inherently racist

Continued from Page 1

one skewed by political motivations.

"The momentum behind the commission was so politically powerful that any other opinion besides 'racist LAPD' wouldn't be taken into consideration," he said.

"Our conclusion is that the aggressive policing model does not automatically create a racist organization," said Lasley. "It appears that racist enforcement practices in minority communities by the LAPD are not necessarily the product of a racist internal organization climate. A police subculture that instills a siege mentality in all officers may be more to blame for those practices."

Hooper, the Penn State professor who retired from the LAPD in 1994, characterized attitudes among officers at the time as one of "us versus them," which was aggravated by the agency's relatively small size at the time, when about 6,000 officers served a population of nearly 3 million. The force has since grown to about 10,000 officers. "They've always felt they were part of

a thin blue line," Hooper told LEN.

In a statement discussing their findings, the researchers noted that many police agencies have since abandoned the aggressive style of policing once pioneered by the LAPD — and roundly criticized by the Christopher Commission — in favor of community- and problem-oriented policing models. Nonetheless, they observed, an aggressive model still has merit for some localities, and should be focused and used against specific problems.

The study, which was published in the August issue of *Social Science Quarterly*, also found that minority officers felt their opportunities for career advancement were limited in comparison to white officers. Many of the white officers, conversely, felt that affirmative action programs had reduced their chances for moving up the ranks.

"I was surprised," commented Lasley. "[Minority officers] were very happy with the organization overall, more so than white officers. Their only problem was with promotional opportunities."

Spending Money Wisely — or Not

A sampling of Federally funded crime-prevention programs that University of Maryland criminologists cited as effective, some that have promise, and others that the researchers said do not work.

What Works:

- ¶ Extra police patrols in high-crime "hot spots."
- ¶ Drug treatment programs in prisons.
- ¶ Special police units focusing on high-risk repeat offenders.
- ¶ On-scene arrests of domestic abusers who are employed.
- ¶ Nuisance abatement efforts threatening civil action against landlords who fail to address drug problems on their premises.
- ¶ Family therapy and parent training for delinquent and at-risk preadolescents.
- ¶ School-based coaching of high-risk youth in "thinking skills."



What Has Promise:

- ¶ Proactive drunken-driving arrests with breath testing.
- ¶ Community policing with meetings to set priorities.
- ¶ "Problem-solving" analysis unique to the crime situation at each location.
- ¶ Polite field interrogations of suspicious persons.
- ¶ Higher numbers of police officers in cities.
- ¶ Proactive arrests for carrying concealed weapons.
- ¶ Drug courts.
- ¶ Redesigned layout of retail stores; target hardening.
- ¶ Street closures, barricades and rerouting.



- ¶ Battered women's shelters.
- ¶ Gang offender monitoring by community workers and probation and police officers.
- ¶ Community-based after-school recreation programs.

What Doesn't Work:

- ¶ Gun buyback programs.
- ¶ Military-style correctional boot camps;
- ¶ "Scared Straight" programs; shock probation/parole.
- ¶ Home detention with electronic monitoring.
- ¶ Neighborhood watch programs.
- ¶ Storefront police offices.
- ¶ Police newsletters with local crime information.
- ¶ Drug Abuse Resistance Education (the D.A.R.E. program).
- ¶ Police counseling visits to homes of couples days after domestic violence incidents.
- ¶ Arrests of unemployed suspects for domestic assault.
- ¶ Arrests of juveniles for minor offenses.



Two-pronged parole strategy

NY looks to keep violent felons in prison longer, ease non-violent offenders out

The administration of New York Gov. George Pataki is quietly implementing a two-pronged strategy of criminal-justice reform in which eligibility for parole is tightened or denied to violent felons, while non-violent felons are being released to drug treatment and other early-release programs.

The three-year-old effort is an attempt to appease two camps of public opinion — one which believes the draconian anti-drug laws enacted under former Gov. Nelson Rockefeller in the 1970s should be eased and replaced with effective drug treatment and rehabilitation programs, *The New York Times* reported Aug. 3.

The other camp has attacked the state's policy of granting early parole for violent offenders, especially in light of recent high-profile violent crimes committed by paroled felons, including the murders of three New York City police officers so far this year.

The so-called Rockefeller drug laws, which were enacted in 1973, have resulted in a ballooning of the state's prison population of low-level drug offenders — many of them addicts — who now make up about one-third of the state's inmates. Those numbers have since leveled off and even begun to drop under the Pataki Administration's efforts to get around the law's long mandatory drug sentences, by getting violators into early-release programs such as vocational training, drug treatment and educational programs.

The tactic is said by observers to be part of Pataki's effort to return state prisons to their traditional role of housing mostly violent felons. Recently, the Governor signed a measure, passed by the Legislature under pressure from constituents, that will end parole for first-time violent felons.

"The Governor's position has always been that prison space should be reserved for violent criminals who must serve each and every day of longer sentences," said James B. Flatau, a spokesman for the state Department of Correctional Services. "But at the same time, he is looking for ways to allow certain nonviolent drug offenders to get the treatment they need to get out of prison earlier."

"The law enforcement community and the general public have been saying all along that they don't want violent criminals to be released early," Thomas Repetto, president of the Citizens Crime Commission of New York City, told *The Times*. "But on the other hand, they do not believe it is necessary to give a long sentence to a run-of-the-mill drug dealer, so long as public safety is not jeopardized. The Pataki Administration appears to be pursuing those policies."

Bill Fitzpatrick, president of the New York State District Attorneys Association, said the Governor's effort is a balanced approach to criminal justice that makes sense. "What the administration is doing makes good public policy," he said. "Prison should be for the incorrigible, for the violent felon. And sometimes the administration of justice also means that you seek an alternative to prison for the nonviolent offender."

Over the past three years, almost 18,500 nonviolent offenders have been granted reprieves through early release into treatment and vocational programs. Nearly 5,000 would still be imprisoned had they been required to serve their minimum sentences, according to state prison estimates.

About 22,000 of the state's nearly 33,000 nonviolent offenders who are currently imprisoned were sentenced under the Rockefeller laws, which require judges to abide by rigid

guidelines that mandate long prison terms for drug offenders, even those convicted of minor drug-possession charges. Another law passed in 1973 required even stiffer prison terms when a person was convicted a second time in 10 years.

The cost of keeping low-level drug offenders behind bars runs to about \$27,000 an inmate, or a total of roughly \$600 million a year.

The Pataki Administration opposes any wholesale weakening of the state's drug laws, but an increasing number of observers are calling for reform of the Rockefeller laws. Among them is Robert Gangi, executive director of the Correctional Association of New York, which monitors the state prison system.

"These sentencing laws needlessly send so many nonviolent people to prison in the first place," Gangi told *The Times*. "The answer is not to tinker around the edges of this problem. The answer is to advocate reform of these misguided and counterproductive laws."

Gangi said the administration's effort to reduce the nonviolent prison population through early-release is "a tacit admission that something should be done on the front end."

At the same time, the Governor is acting to meet public demand for abolishing parole for violent offenders, many of whom go on to commit more crimes after being granted parole.

To that end, the 19-member State Parole Board has been denying parole applications at an increasing rate. In 1997, the board refused to grant early release to 37 percent of the violent criminals who sought parole, compared with 17 percent in 1991. By contrast, the board approved parole requests for 80 percent of the nonviolent felons who applied in 1997.

Taking cue from FBI, Florida launches cyber-crime squad

A 50-agent task force is being put into place by the Florida Department of Law Enforcement to help local authorities battle an emerging area of crime — offenses committed in cyberspace by hackers who wreak havoc on computer systems used by government, business and private citizens.

The squad, which is believed to be the first statewide effort targeting computer crimes, will help cash-strapped police and sheriffs' departments investigate the crimes and will also train businesses and government workers in computer security. *The Miami Herald* reported. Task force members will be assigned to four regional offices, including Miami.

"It's a market we can serve," said FDLE Commissioner Tim Moore, who said many local law enforcement agencies can't afford to adequately investigate the crimes.

The squad will have the most up-to-date computer equipment and computer fraud investigative tools available, and will share those resources with other FDLE agents investigating the

crimes as well as with local police, Moore said.

The lack of high-tech resources has been a stumbling block for local authorities confronted with computer crimes, noted Det. Ralph Garcia, a 16-year veteran of the Hialeah Police Department who is assigned to investigate

"The bad guys have more sophisticated computers than we do."

— Det. Ralph Garcia, Hialeah P.D.

high-tech offenses. "The bad guys have more sophisticated computers than we do," he said. "Linking up with FDLE would be terrific. This is where crime is going."

The Florida initiative was modeled after an FBI program that provides the bureau's computer expertise to state law enforcement agencies that lack the resources to effectively investigate such crimes, Commissioner Moore said. The

FDLE hopes to provide a similar service that would benefit local authorities trying to investigate offenses that don't fall under FBI jurisdiction, he added.

Like most states, Florida has been grappling with an increasing incidence of crimes committed via computer. *The Herald* reported. In Tallahassee, hackers invaded the computers of a Fortune 500 company and stole valuable trade secrets. A University of Florida engineering student built a computer, hid it in a ceiling at the Gainesville campus, and got access to the university's mainframe system that transacts business for 10 state universities. Miami-Dade authorities report that they often confiscate computers suspected to contain evidence of crimes, but which are booby-trapped so that data is destroyed at the first keystroke.

"The potential is enormous," said Jeff Herig, a 12-year veteran of the FDLE who has been assigned to head the new effort. "We have opened 20 or 30 computer-crimes cases in the last few weeks."

Police intelligence moves one step away from the top at NYPD

New York City Police Commissioner Howard Safir has moved the Police Department's ultra-sensitive Intelligence Division from the agency's Detective Bureau to directly under his own command, in a bid to flatten the organization so that sensitive information is received by top commands in a more timely manner.

The change was prompted in part by the fact that the NYPD was caught off guard by the size of a massive protest rally by construction workers who rampaged through midtown Manhattan in July and clashed several times with police, *The New York Post* reported.

Safir said the Intelligence Division, which provides protection for the Mayor and visiting dignitaries, compiles data on organized crime and politicians, investigates rogue cops, serves as liaison with international law enforcement agencies such as Interpol and collects information about juvenile gangs, was moved because he wanted to eliminate "layers" of the organization that prevented him from receiving sensitive information quickly.

The move "assures me direct information that I need to run the department and it ensures that all units get to share the information to do the job,"

Safir told *The Post*. "The advantages are that you cut out a lot of layers of reporting and I can make sure that the entire department gets the benefit of the Intelligence Division's expertise."

The commissioner added that a recent study of the division conducted by Federal agencies recommended that he receive intelligence information directly by bypassing any intermediaries who might withhold data because of political motivations.

Safir said the change also was intended to shore up the division, which he said had "atrophied" under his predecessor, William Bratton.

Is it the real thing? Epilepsy compound may ease coke cravings

In what could be a breakthrough in the treatment of addiction, scientists at the U.S. Department of Energy's Brookhaven National Laboratory have announced that a compound used to treat epilepsy may be effective in easing an individual's craving for cocaine.

The drug — called gamma vinyl GABA, or GVG — apparently blocks the chemical process that triggers the user's high and blunts cravings associated with the highly addictive narcotic.

GVG, which is inexpensive and has been available for the treatment of epilepsy outside the United States for nearly 15 years, apparently works by reducing levels of another brain chemical, dopamine, which has been shown to modulate pleasure and reward, as well as other behaviors.

Scientists believe cocaine users get high from the drug because it apparently stimulates dopamine production in portions of the brain that regulate reinforcing and rewarding behaviors in both humans and animals.

Experiments have shown that lab rats experience such pleasure from a cocaine high that, when presented with a choice, they'll forgo food and water for more of the drug. Animals no longer showed interest in cocaine after being given GVG, which appears also to block an animal's conditioned craving for the drug.

In an article about the research that appeared in the medical journal *Synapse* last month, Stephen Dewey, a scientist at Brookhaven, said animals who were given GVG "no longer self-administered [cocaine], and they stopped their drug-seeking behavior."

Those properties, if replicated in human trials that are expected to begin this fall, could represent a big boon to treating addicts by eliminating the craving that often leads them to return to cocaine after a period of abstinence.

Trials of GVG involving monkeys also have shown similar effects, encouraging researchers that the drug will work with humans. There were no side effects at the dosage usually prescribed for epileptics, the researchers added.

The Food and Drug Administration is expected to approve GVG for the treatment of epilepsy in October under the name Sabril; once approval is granted, researchers hope to begin testing the drug on human cocaine addicts.

"If this can do for humans what it did for animals, we may have opened the door for addicts around the world to kick their habit, and for society to stop the costly cycle of addiction, violence and wasted lives," wrote Dewey. No other anti-addiction drug currently being researched "has looked that promising," he added.

The research "offers the thrilling prospect that we may be closing in on a major science-based victory," said acting Energy Secretary Elizabeth Moler, whose department funded the research in conjunction with the National Institute of Mental Health.

GVG, a dose of which lasts 24 hours, might also be useful for treating addictions to morphine, amphetamines and nicotine. The drug is not addictive, unlike methadone, which is widely prescribed to heroin addicts. "This is like if you craved candy and you went to a candy store to get it, only now the cupboards are bare — so you stop going to the candy store," said Dr. Jonathan Brodie, a professor of psychiatry at New York University who collaborated in the GVG research.

However, Brodie said some people might experience side effects — including fatigue, irritability, tremors, dizziness and a narrowed field of vision — after prolonged use. It may also exacerbate psychosis in mentally ill patients, he added.



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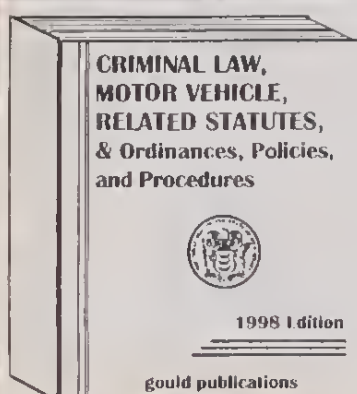
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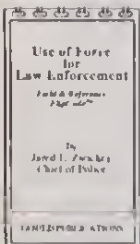
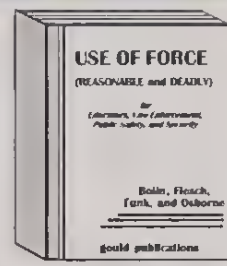


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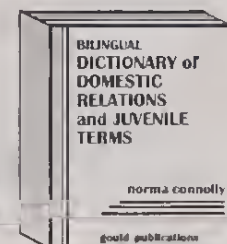


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Hutchinson:

How the FBI plans to arrest the Y2K bug

By Selena Hutchinson

Every day, the FBI's Criminal Justice Information Services Division processes approximately 60,000 fingerprint cards, 160,000 associated criminal history documents such as court dispositions and expungements, and over 150,000 criminal history and over 1 million identification requests through the National Crime Information Center network. These inquiries are processed against a criminal history data base of over 33 million subjects. Come Jan. 1, 2000, people around the world will be celebrating the new millennium (albeit one year early, some would argue), but it is highly unlikely that criminals will declare the New Year's Day a holiday from crime. The FBI is making sure its systems will correctly operate through the millennium change to allow Federal, state, and local law enforcement agencies to continue requesting identification services.

THE PROBLEM

When the date changes from Dec. 31, 1999, to Jan. 1, 2000, computers everywhere will have to adapt their internal calendars. Commercial off-the-shelf (COTS) hardware and software, developed applications and data bases must all be able to process data across the millennium into the year 2000 and handle specific dates such as Feb. 29, 2000, (leap year) which is often overlooked in older computer programs. Wherever only two digits are used to represent the year in date-based data, applications with date-related computations and data logic may fail.

(Selena Hutchinson is with the Information Resource Management staff in the Office of the Deputy Director at FBI headquarters in Washington, D.C.)

The challenge potentially affects every information technology user — commercial, industrial, governmental, educational and law enforcement. Unfortunately, most law enforcement people rarely view themselves as information technology users, but the fact is that the proliferation of computerized law enforcement systems since the late '60s has made virtually everyone a user.

In many law enforcement systems, the inability to process data after the turn of the century could have serious consequences, as illustrated by the following example: A local police employee

agency has designated an official to oversee the remediation effort for that agency. (To find out more about the President's Council on Year 2000 Conversion, browse their World Wide Web site located at www.y2k.gov.)

THE FBI'S APPROACH

The FBI has designated a senior executive to lead its Y2K effort and has established an enterprise-wide approach to provide advice to state and local agencies through the Criminal Justice Infor-

"In many law enforcement systems, the inability to process data after the turn of the century could have serious consequences."

uses a program to dispatch police, file reports and track personnel. When "00" is entered for records that require expiration dates, like local handgun permits, a message could display on the screen, "date must not be in past," referring to 1900 instead of 2000.

The Federal Government moved up to March 1999 from November 1999 the deadline by which Federal agencies must have rewritten, tested and installed computer systems to be Year 2000 (Y2K) compliant. At the Federal level, additional attention to the systems that serve the highest priorities, such as health and safety, would help ensure that the most essential services continue without disruption. President Clinton recently created a new Government position, that of a full-time coordinator to lead the Federal effort, and each

mation Services (CJIS) Advisory Policy Board process. The FBI's approach is similar to that documented in many conference proceedings and reports which have been published over the last two years. This phased approach includes:

Assessment — Determine the scope of the problem by inventorying systems and deciding which ones to change, replace, or discard. Identify all interfaces, internal and external to the system; develop contingency plans (i.e., assume that something will go wrong);

Renovation — Modify or replace selected applications, data bases or hardware to ensure Year 2000 compliance. Modify interfaces;

Test — Validate, test and verify that all applications, platforms, data bases and interfaces will perform in an operational-like environment. Test-

ing may constitute one-half of the overall Y2K effort because of the many systems and interfaces that may be involved. In the words of one senior official, "You are not done until you do forward year testing, and don't let anyone tell you otherwise."

Implementation — Implement the modified or replaced applications, platforms, data bases and interfaces. This should be accomplished well in advance of the century turnover (up to one year) in order to gain confidence and experience operating the modified system prior to January 1, 2000.

This approach is generic enough to be applied to any system large or small. Part of the FBI's strategy is to concentrate on making its mission-critical systems compliant first. The FBI began early with two longstanding and highly mission-critical systems, the Identification Automated System and the National Crime Information Center, as well as their successor systems currently in development, IAFIS and NCIC 2000.

A TALE OF TWO CHARACTERS

The Identification Automated System, commonly known as IDAS, serves as the central repository for criminal and civil fingerprint cards, as well as for related identification information. The system serves Federal, state and local law enforcement agencies, the military and numerous other agencies and organizations. The IDAS will be replaced by the Integrated Automated Fingerprint Identification System (IAFIS) in July 1999 and IAFIS is being developed as Y2K compliant.

With the approval of the CJIS Advisory Policy Board in June 1996, the FBI adopted the American National Standard Representation for Calendar Date and Ordinal Date for Information Interchange, X3.30-1971. This eight-character date format consists of the year, including century, followed by two characters each for month and day (YYYYMMDD). This standard was also approved at both the National Crime Information Center (NCIC) and Identification Services Subcommittees.

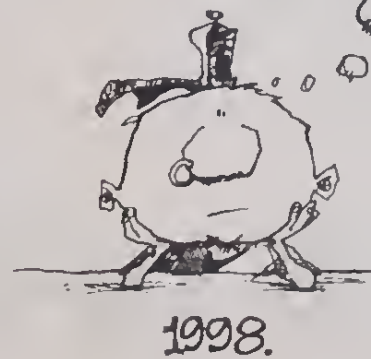
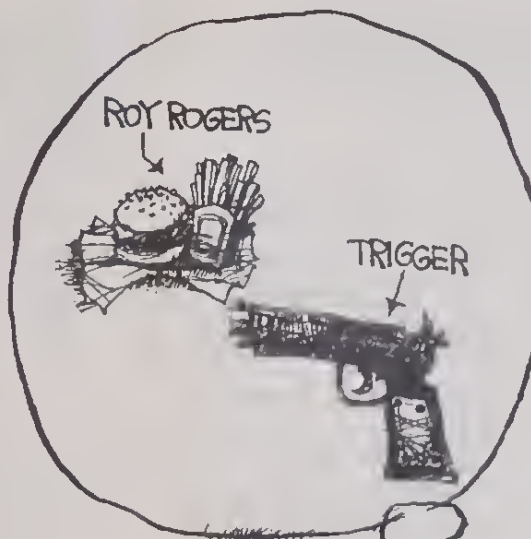
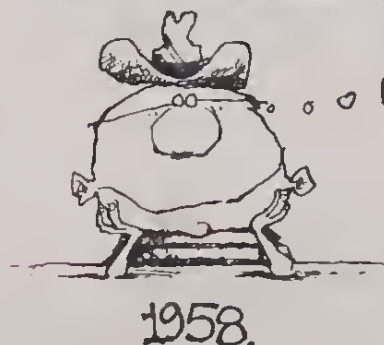
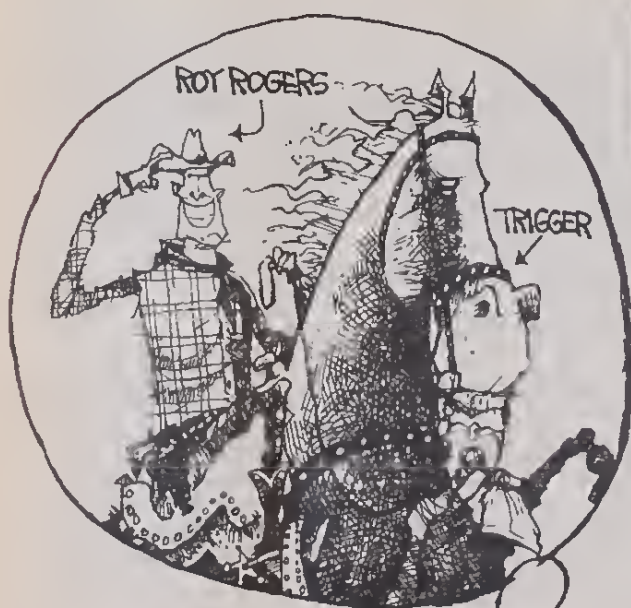
Beginning in December 1998, all responses from IDAS will have the dates in the new format. A six-month transition period will be provided to the states, ending in July 1999. During this period, IDAS will be able to accept the dates in both the old and new formats. Starting in July 1999, IDAS will only accept input in the new date format; dates received in the old format will be rejected.

The FBI's other area of immediate concern, the National Crime Information Center (NCIC), provides online access to information in 17 computerized files, containing more than 34 million records. The primary customers are the criminal justice and law enforcement communities. Authorized users can access information pertaining to wanted persons, missing persons, unidentified person; foreign fugitives; Alcohol, Tobacco and Firearms violent felons; Immigration and Naturalization Service deported felons, gangs and terrorists; stolen property (articles, boats, guns, license plates, securities, and vehicles), and arrest records.

Legacy NCIC has been addressing the Year 2000 issue since the early 1980's to accommodate future dates that are maintained in NCIC records. Utilizing a four-character year alleviates having to maintain complicated software algorithms that would be the case if a two-character year were maintained.

On Dec. 6, 1998, NCIC will begin accepting either two or four digits to represent the year portion of a date field for all existing NCIC dates. Following the NCIC monthly file reorganization, all dates contained in record responses will be returned to the users with four character years. Algorithms have been developed to convert a two-character year to a four-character year in NCIC.

Continued on Page 12



BY MATT DAVIES FOR GANNETT SUBURBAN NEWSPAPERS

Arresting the Y2K computer bug at the FBI

Continued from Page 11

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A Technical and Operation Update letter was sent to the user community in September 1997 which addressed all changes to existing NCIC date field formats, edits and document-conversion algorithms. The CJISD Policy, Administration and Liaison Branch is closely following the readiness of the states and other users. All concerns and inquiries should be directed to the branch at (304) 625-2730.

PLANNING AHEAD

The planned replacement for IDAS, the Integrated Automated Fingerprint Identification System (IAFIS), will allow external users who submit fingerprints electronically to receive identification responses in two hours for criminal submissions (24 hours for civil

submissions) in addition to performing subject inquiries received from the NCIC 2000 network. IAFIS is being developed in three major segments: the first contains the criminal history data base and performs subject inquiries; the second is an advanced fingerprint matching system; the third stores all of the fingerprint images, and provides the computer workstations that fingerprint specialists will use to compare submissions with images on file. IAFIS interfaces with the NCIC 2000 network for subject and criminal history inquiries, and with state Control Terminal Agencies via the CJIS Wide Area Network for electronic fingerprint submissions.

The system receives, stores, transmits and processes about 50 different date elements associated with fingerprint submissions or subject and property inquiries and entries. To process transactions correctly and maintain the integrity of the data base, IAFIS, as with its predecessor IDAS, performs numerous checks on incoming data before it processes them or performs data base updates. For example, date of arrest must be greater than date of birth, or expungement date must take place later than the date of arrest. To ensure that proper operations are performed on data and that IAFIS can process users' submissions and inquiries, eight-character date formats will be used throughout.

IAFIS and NCIC 2000 are being developed as Year 2000-compliant systems. The individual IAFIS segments have conducted surveys of all commercial off-the-shelf products being used

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The proper external interfaces are crucial to the correct operation of IAFIS itself, as well as to allowing the external law enforcement community to submit fingerprints or inquiries to the new system. For all transactions that interface with NCIC 2000, both systems will share the same date format as above. For the new electronic fingerprint submission services offered by IAFIS, the data formats have been defined by the Electronic Fingerprint Transmission Specification. As with the internally used system dates, all date formats in the 10-print submissions are specified in the YYYYMMDD format. Users must adopt this date format when IAFIS comes on line in 1999.

SOLUTIONS CAN'T WAIT

The Y2K problem needs the law en-

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All support systems need to be taken into consideration, not just mainframes or systems in development. This includes all personal computers, mainframes, servers, data bases, telecommunications equipment, hardware, software, networks and electronic equipment and stored data that are date driven. The Y2K problem will affect hardware and software of voice and call processing systems as well as third-party and other external resources that depend on these systems. Older legacy E-mail systems are potentially at risk as well and need to be evaluated. Putting together an inventory is the recommended starting point. Next, prioritize and determine if the system is really needed because you may not be able to fix them all.

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Black and white, and
read all over — that's
Law Enforcement News.

The NCJRS Abstracts Database — Free on the Web!

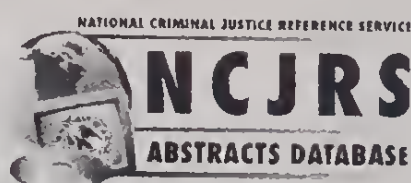
Search the NCJRS Abstracts Database—a staple resource for criminal justice researchers for many years—directly on the World Wide Web at <http://www.ncjrs.org/database.htm>.

This service will remain free to all users on the Web.

The Database provides abstracts (100 to 200 words in length) for more than 145,000 justice-related Federal, State, and local government documents, books, research reports, journal articles, program descriptions, and evaluations. The NCJRS Abstracts Database (formerly known as the NCJRS Document Data Base) is also available for purchase on CD-ROM, and is accessible via DIALOG, a commercial database vendor.

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- ◆ Search all parts of the records, or search specifically by subject, author, or NCJ number.
- ◆ Limit searches by publication date. The entire Database, from the early 1970s to the present, is online.



NCJRS welcomes your feedback on this new service! E-mail askncjrs@ncjrs.org, or call 800-851-3420 or 301-519-5500 with questions and comments.

Criminal Justice Library

The wearing o' the green:

Tracing one's roots through Irish policing

The Royal Irish Constabulary: A Short History and Genealogical Guide.

By Jim Herlihy.

Dublin: Four Courts Press, 1997.

254 pp.

(Available in North America from ISBS, 5804 N.E. Hassalo St., Portland, OR 97213.)

By Edward J. Shaughnessy

Delightful, informative, interesting and valuable essays are to be found in Garda Jim Herlihy's magnificent book. It is a sparkling gem for many reasons. To begin with, it is the first comprehensive history of Irish policing, even though that was not the book the author set out to write (an experience with which many of us can resonate).

(Edward J. Shaughnessy, Ph.D., is a professor of sociology and law at John Jay College of Criminal Justice and the City University of New York Graduate School and University Center.)

Second, Herlihy's efforts are the fruit of a movement to pay more attention to the history of Irish policing, which is complex, historically bitter and even resented. In the 19th century, Irishmen policed the land as members of the Royal Irish Constabulary, as servants of the Crown. This was at once respected and deplored. The majority of the Irish in the 19th century believed in federalism or home rule in some defined union with Great Britain that would allow local independence under the monarchy. This hope was constantly contradicted by betrayal of Irish interests in the time of the Penal Laws, the Great Famine, favoritism for landlords,

dispossession of cotters and tenant farmers. The Constabulary was not viewed favorably, to say the least, by Fenians, Young Irelanders and the Irish Republican Brotherhood.

Third, while the 19th century is further behind us now, the wounds of the Easter Rising of 1916 and the Civil War of 1919-1922 are still raw. Many still remember. Many Irish policemen rampaged at times in revenge for these wanton killings. The Black and Tans, the "B" Specials and the Auxiliaries came to be part of the terror associated with policing this period in Ireland.

The Royal Irish Constabulary was antecedent to the Royal Ulster Constabulary, an extant force with which the Garda Síochána, the current Irish police, still interact today. These issues are intelligently, sensitively and informatively addressed by Herlihy.

Being able to write about these painful times is a breath of fresh air where once speech was so guarded and families so divided because some served the Republican cause while others kept faith with connection to the British

Empire. Herlihy represents one of several writers addressing these sensitive and complex topics. Others write about the role of Irish soldiers fighting in the British army and giving their lives during World War I, the Great War, at the very time that prime ministers like Asquith, Lloyd George and Churchill were selling out their interests at home. Many of those soldiers came from the Constabulary and some returned to it after the war.

Herlihy also draws encouragement from the establishment of a Garda Museum in Dublin and the rising tide of genealogical interest in Irish ancestry. In the British Public Records Office, in Kew, there are records of more than 85,000 men who served in the Constabulary from 1814 to 1922, and Herlihy guides the reader to these with patience and clarity. His book states that the Mormon Church has microfilmed all the records in the Public Records Office, Kew. These records consume about 16 reels of microfilm, each reel covering about 4,000 names and seven microfiche cards. The microfiche do not circulate, but the microfilm does.

The records are indexed in two volumes, covering the periods 1816-1867 and 1868-1883, with appendices for years thereafter. The reference number 9852096 is the key for computer access at the Family History Centers, where the microfilm may be viewed alphabetically by last name, but only by the first initial thereof. Hence, one must search all the B's to look for a "Byrne," for example. Once the name of the individual is found in the index, there is a registry number that locates the individual in the muster book, setting forth the person's complete service history. Most importantly, the records give age at date of entry, place of birth, sponsor, marital status (which can be very useful), places of service, honors and awards, reprimands and partings from the service. The importance of this information to the genealogist is inestimable. It can be verified as well as add to knowledge about how an ancestor spent a significant part of his life.

Following Herlihy's guidelines, this reviewer went to the Family History Center of the Mormons in New York City and ordered the two index microfilms in an effort to locate an ancestor who was purported, in casual conversation many years ago, to have served in the RIC. There was no information on dates of service from this source. The FHC staff, while caring, are not always expert in this research, so one is well advised to go prepared. The microfilm record number of the FHC is what is needed to locate the material for order from Salt Lake City, as it is not locally available. The material arrived in two weeks and the individual was located in the alphabetical index and the appropriate microfilm roll was then ordered, by number, with considerable delight in the results. Should one have an ancestor who served and have that person's registry number, then using the index is unnecessary, unless a confirmation is desired.

The microfilm reels each cover about seven or eight years by registry number. Because some names were more frequent in Ireland than others, there could be many persons with the

same name, like "Walsh," for instance, and first names like James, William, Patrick and John appear with great regularity. Hence an idea of what years one's ancestor served, or a willingness to check several similar names, is necessary. The records are clearly written, in fine script, with few difficulties in understanding. There are abbreviations in the records, which Herlihy explains, and he gives guidance in how to find references beyond the registry books.

Herlihy points out that being a constable was a tough job, with no days off, no benefits and low salary, but the constables were generally well regarded in the 19th century as peace keepers. However, their duties could bring them into conflict with the communities they served when they had to attend to evictions and take into custody people they might otherwise deal with on a day-to-day basis. For this reason, constables never served in their home counties, furthering neutrality while adding to personal hardship and loneliness.

(Knowing a bit of Irish history helps to provide a context for one's ancestor in the RIC. Robert Kee's *The Green Flag*, a three-volume Penguin paperback, is an excellent companion, with volume three providing a powerful and painful guide through the tragedy, violence and betrayal of the time from the Easter Rising to the Treaty in 1921.)

Herlihy's appendices are very helpful in understanding rank, assignments, distribution and staffing. He has over 5,000 alphabetical listings of names of members of the RIC who distinguished themselves in the service of their country by death in the line of duty, in military service or with special honors for bravery. This window on human excellence is a moving tribute to those who served. In this country we may forget that those who signed the Declaration of Independence in 1776 saw themselves as the King's loyal subjects. It was the repressive and arbitrary abuse of power by the Crown that led to the War of Independence and sovereign nationhood. The majority of Irish people as late as 1920 saw themselves as part of the British Empire. It was that same foolish abuse of authority that drove them from England, at least for 26 counties. The peace talks in Northern Ireland may not bring political union to all of Ireland, but hopefully an end to the sectarian violence that brutalized those southern counties during the Civil War of the 1920's and the northern counties since then.

Herlihy's book puts history in perspective, promotes understanding and healing. It will surely be a boon to the economy since there are nearly 250,000 descendants of those constables who might like to investigate their ancestry. Herlihy plans further writings on Irish policing and they will be, I am sure, enthusiastically received.

The book is well bound, easy to read, nicely illustrated, with an excellent index, list of illustrations and bibliography. The book is going into additional printings and the hardbound edition is hard to locate, a telling comment on the book's popularity. Even if you are not into genealogy, this overview of Irish policing is a welcome addition to work in the history of comparative international law enforcement.

Essential Reading?

If one were to start from scratch in assembling a professional law enforcement library, where might you start? Some clues may be found in a recent article in "Policing: An International Journal of Police Strategies and Management," in which authors Richard A. Wright, of Arkansas State University, and J. Mitchell Miller, of the University of South Carolina, assessed the most frequently and broadly cited scholars and works in police studies. While making no value judgments themselves as to the scholarly merits of the works cited, Wright and Miller present a list of 36 oft-cited books and articles which, to most eyes, would seem to be "must-haves" for anyone's collection of contemporary literature on policing and criminal justice. Consider the list and decide for yourself:

Problem-Oriented Policing. Herman Goldstein (1990).

Justice Without Trial: Law Enforcement in a Democratic Society. Jerome H. Skolnick (1975).

Varieties of Police Behavior: The Management of Law and Order in Eight Communities. James Q. Wilson (1968).

Police: Streetcorner Politicians. William Ker Muir Jr. (1977).

Community Policing: A Contemporary Perspective. Robert Trojanowicz and Bonnie Bucqueroux (1990).

"Broken Windows: The Police and Neighborhood Safety." James Q. Wilson and George L. Kelling (1982).

Sourcebook of Criminal Justice Statistics, 1994. Kathleen Maguire and Ann L. Pastore, eds (1995).

Policing a Free Society. Herman Goldstein (1977).

The Politics of the Police. Robert Reiner (1992).

The New Blue Line: Police Innovation in Six American Cities. Jerome H. Skolnick and David H. Bayley (1986).

Problem-Solving: Problem-Oriented Policing in Newport News. John E. Eck and William Spelman (1987).

The Function of Police in a Modern Society. Egon Bittner (1970, 1980).

Working the Street: Police Discretion and the Dilemma of Reform. Michael K. Brown (1981).

The Police in America: An Introduction. Samuel Walker (1992).

The Manners and Customs of the Police. Donald J. Black (1980).

Breaking and Entering: Policewomen on Patrol. Susan Ehrlich Martin (1980).

"The Specific Deterrent Effects of Arrest for Domestic Assault." Lawrence W. Sherman and Richard A. Berk (1984).

The Policeman in the Community. Michael Banton (1964).

The Police and the Public. Albert J. Reiss (1971).

Police Work: The Social Organization of Policing. Peter K. Manning (1977).

City Police. Jonathan Rubinslein (1973).

The Criminal Investigation Process. Peter W. Greenwood, Jan M. Chaiken and Joan Petersilia (1977).

On the Move: The Status of Women in Policing. Susan Ehrlich Martin (1990).

The Idea of Police. Carl B. Klockars (1985).

"The Evolving Strategy of Policing," *Perspectives on Policing*, No. 4. George L. Kelling and Mark H. Moore (1988).

Behind the Shield: The Police in Urban Society. Arthur Niederhoffer (1967).

Disorder and Decline: Crime and the Spiral of Decay in America's Neighborhoods. Wesley G. Skogan (1990).

The State of Police Education: Policy Directions for the 21st Century. David L. Carter, Allen D. Sapp and Darrel W. Stephens (1989).

A Critical History of Police Reform: The Emergence of Professionalism. Samuel Walker (1977).

Patterns of Policing: A Comparative International Analysis. David H. Bayley (1985).

Minorities and the Police: Confrontation in America. David H. Bayley and Harold Mendelsohn (1969).

Big City Police. Robert M. Fogelson (1977).

The Kansas City Preventive Patrol Experiment: A Summary Report. George L. Kelling, Anthony M. Pale, Duane Dieckman and Charles E. Brown (1974).

Policing the City: Boston, 1822-1885. Roger Lane (1967).

Undercover: Police Surveillance in America. Gary Marx (1988).

Police in Urban America, 1860-1920. Eric Monkkonen (1981).

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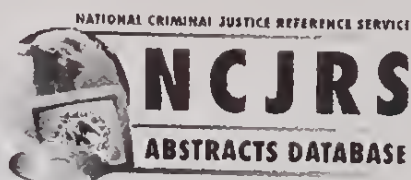
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Upcoming Events

OCTOBER

1-2. Staffing & Scheduling for Communications/Dispatch Centers. Presented by the International Association of Chiefs of Police. Seattle.

4-9. Annual Training Conference. Presented by the International Association of Law Enforcement Planners. Everett, Wash. \$250.

5-6. Aggressive Patrol Tactics for Drug Enforcement. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$250.

5-7. Internal Affairs: Legal & Operational Issues. Presented by the International Association of Chiefs of Police. St. Peters, Mo.

5-7. Multi-Agency Incident Management for Law Enforcement & Fire Service Commanders & Supervisors. Presented by the International Association of Chiefs of Police. Sharonville, Ohio.

5-7. Patrol Response to Tactical Confrontations. Presented by the International Association of Chiefs of Police. La Vista, Neb.

5-7. Computerized Accident Reconstruction 3 — Introduction to EDSMAC. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

5-9. Arson Investigation. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

5-9. Basic Hostage Negotiations. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$575.

5-9. Successful Grantsmanship. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

5-9. Executive & Dignitary Protection. Presented by the International Association of Chiefs of Police. Bellingham, Wash.

5-30. School of Police Supervision. Presented by the Southwestern Law Enforcement Institute. Dallas. \$795.

7-8. Street Gangs & Drugs. Presented by

the Northwestern University Traffic Institute. Evanston, Ill. \$250.

7-9. Cultural Awareness: Train the Trainer. Presented by the International Association of Chiefs of Police. Buffalo Grove, Ill.

7-9. First Line Supervision. Presented by the International Association of Chiefs of Police. Denver.

8-9. Police Leadership: Managing the Future. Presented by the International Association of Chiefs of Police. Herndon, Va.

8-9. Less Lethal Force Options: Concepts & Considerations in the De-Escalation Philosophy. Presented by the International Association of Chiefs of Police. West Manchester, Pa.

11-14. National Conference on Preventing Crime. Presented by the National Crime Prevention Council. Washington, D.C. \$225.

12-16. Crime Scene Technology. Presented by Sirchie FingerPrint Laboratories. Youngsville, N.C. \$395

12-16. Police Budgeting & Fiscal Management. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

12-16. Vehicle Dynamics. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.

13-14. Narcotic & Drug Investigations. Presented by Hutchinson Law Enforcement Training. Boston. \$190.

13-15. Street Survival 98. Presented by Calibre Press. Toledo, Ohio. \$199.

13-16. Managing the Field Training Process. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

15-16. Career Development. Presented by the International Association of Chiefs of Police. Morristown, N.J.

16. Supervising Women. Presented by Public Safety Training Inc. Baltimore.

19-21. Fraud Investigation Methods. Presented by the Investigation Training Insti-

tute Cleveland. \$595

19-22. Advanced Police Budgeting & Cost Analysis. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.

19-23. Basic SWAT. Presented by the National Tactical Officers Association. Doylestown, Pa. \$470.

19-30. Traffic Accident Reconstruction 1. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$1,000.

19-Nov. 6. Command Training Program. Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass.

20-22. Street Survival 98. Presented by Calibre Press. La Crosse, Wis. \$199

20-23. Internal Affairs: Creating & Maintaining an Ethical Organization. Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass.

21-25. Supervision & Management of Drug Investigations. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

22-23. Criminal Intelligence. Presented by Hutchinson Law Enforcement Training. Oakland, Calif. \$190.

22-23. Meeting the Challenge of Special Populations. Presented by the Association for Criminal Justice Research (California). San Diego.

26-28. Criminal Investigative Techniques 2. Presented by the International Association of Chiefs of Police. Toledo, Ohio.

26-28. Investigation of Computer Crime. Presented by the International Association of Chiefs of Police. Kent, Wash.

26-29. Burglary Investigation. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

26-29. Investigation of Incidents of Excessive/Deadly Force by Police. Presented by the International Association of Chiefs of Police. Reedsburg, Wis.

26-30. Managing Criminal Investigations.

Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

26-30. Physical Fitness Trainers' Course. Presented by the International Association of Chiefs of Police. Dallas.

27-29. Street Survival 98. Presented by Calibre Press. Rosemont, Ill. \$199

28-30. 138th Eastern Armed Robbery Conference. Hosted by the West Springfield, Mass., Police Department. West Springfield, Mass. \$100.

28-30. Annual Ethics Conference. Presented by the Southwestern Law Enforcement Institute. Dallas. \$99

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Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037. Fax: (708) 498-6869. E-mail: Seminar@CalibrePress.com.

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Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

International Association of Chiefs of Police, P.O. Box 90976, Washington, DC 20090-0976. 1-800-THE IACP Fax (703) 836-4543. IAPSC@IAPSC.org. Web: www.iapsc.org.

International Association of Law Enforcement Planners, c/o Deputy Troy Jess, Snohomish County Sheriff's Office, (425) 388-3829. Fax: (425) 388-3885. Web: <http://www.dps.state.ak.us/ialep>.

Investigation Training Institute, P.O. Box 669, Shelburne, VT 05482. (802) 985-9123.

Millersville University, Department of Continuing Education, Attn: Jacob Haber, (302)

654-9091.

National Crime Prevention Council, 1700 K St. N.W., Washington, DC 20006-3817. (202) 466-6272, ext. 141.

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724. Web: <http://www.niac.net/users/gburke/neilem.html>.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011. Web: www.nwu.edu/traffic/

Office of International Criminal Justice, University of Illinois-Chicago. (312) 996-9595.

Public Safety Training Inc., P.O. Box 106, Oak Harbor, OH 43449. (419) 732-2520. Fax: (419) 732-3580. E-mail: 74644.2204@compuserve.com

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Southwestern Law Enforcement Institute, P.O. Box 830707, Richardson, TX 75083-0707. (972) 664-3471. Fax: (972) 699-7172. Web: <http://web2.airmail.net/sli/sli.html>.

West Springfield Police Department, Attn: Sgt. Sypek, (413) 263-3210.

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(93098)

Vacation rowdies get unwanted publicity

Continued from Page 1

crimes in the resort community follow them home via local media outlets.

"There's no advance warning," Doyle told LEN. "My feeling is that if you're going to come to my town on vacation to do something you wouldn't do in your own neighborhood, too bad. You've got to pay the consequences."

The Chief is convinced that the policy is effective. During one Monday night in mid-July — a big party night in town in which police routinely make at least five to 10 alcohol-related arrests — no arrests were made. And arrests were down overall compared to last year, according to police, even as officers in saturated patrols continued

their all-out effort against rowdies.

The Chief estimated that 60 percent of misdemeanor arrests made by officers involve out-of-towners, most of them tourists and summer workers from Delaware, Pennsylvania and Maryland. Doyle said the extra workload generated for his 14 sworn employees requires the addition of 30 temporary of-

ficers who work from mid-May to Sept. 30. The fully sworn seasonal officers have arrest powers but don't carry firearms, he added.

The Police Department's public information unit has been abuzz with activity since the policy was enacted, issuing detailed accounts of misdemeanor arrests for such behavior as having sex

in public (which often occurs near the beach), public urination, even "letting your dog off its leash," the Chief said.

The media alerts also specify the exact charge or ordinance allegedly violated, court dates and any prior records the offender may have.

The news releases offer more detail than some of the perpetrators might wish, often in a tongue-in-cheek style. One missive recounts the arrests of a man and woman from New Castle, Del., "who picked the wrong place to park their car to allegedly enjoy their drugs — an empty church parking lot on Baltimore Ave. Patrolman Morris LaRue could not explain for sure what it was — good observation or divine intervention — that drew his attention to the '89 Honda."

The pair were charged with possession of marijuana and drug paraphernalia, the release added.

A number of newspapers, both within the state and elsewhere, have picked up the releases, but the strategy has not escaped criticism. Some local officials, such as Carol Everhart, executive director of the Rehoboth Beach-Dewey Beach Chamber of Commerce, worry that the policy could drive tourists away from the laid-back town.

"It's hard to understand how this would keep other visitors from committing misdemeanors, but it's easy to see how it might deter people from visiting," she told The News Journal, a local newspaper.

The policy also drew fire from local gay-rights groups following the department's release of the names of men arrested for "various types of lewd and disorderly behavior in the wee hours" in a well-known cruising area near the beach. A gay newspaper in Baltimore reportedly charged that the media-alert policy and crackdown on public sex was an attempt by police "to run the gay population out" of Rehoboth Beach.

Other gay-rights groups have voiced fears that the publicity could endanger the livelihoods and personal lives of closeted gay men, particularly those who are married.

Doyle, who often uses the releases to fire back at critics, angrily defended his department against the charges, challenging "anyone from Baltimore or Baltimore County to tell me when the last time was — if ever" their law enforcement agencies held "specific, annual" sensitivity and bias-crime training, as the Rehoboth Beach department does.

"If [the arrest] 'outs' someone, that's totally beyond our control," he added, noting that the department's arrest report form "did not have a check block for 'sexual preference' the last time I looked, and my officers don't ask people their sexual preference when they arrest them, either."

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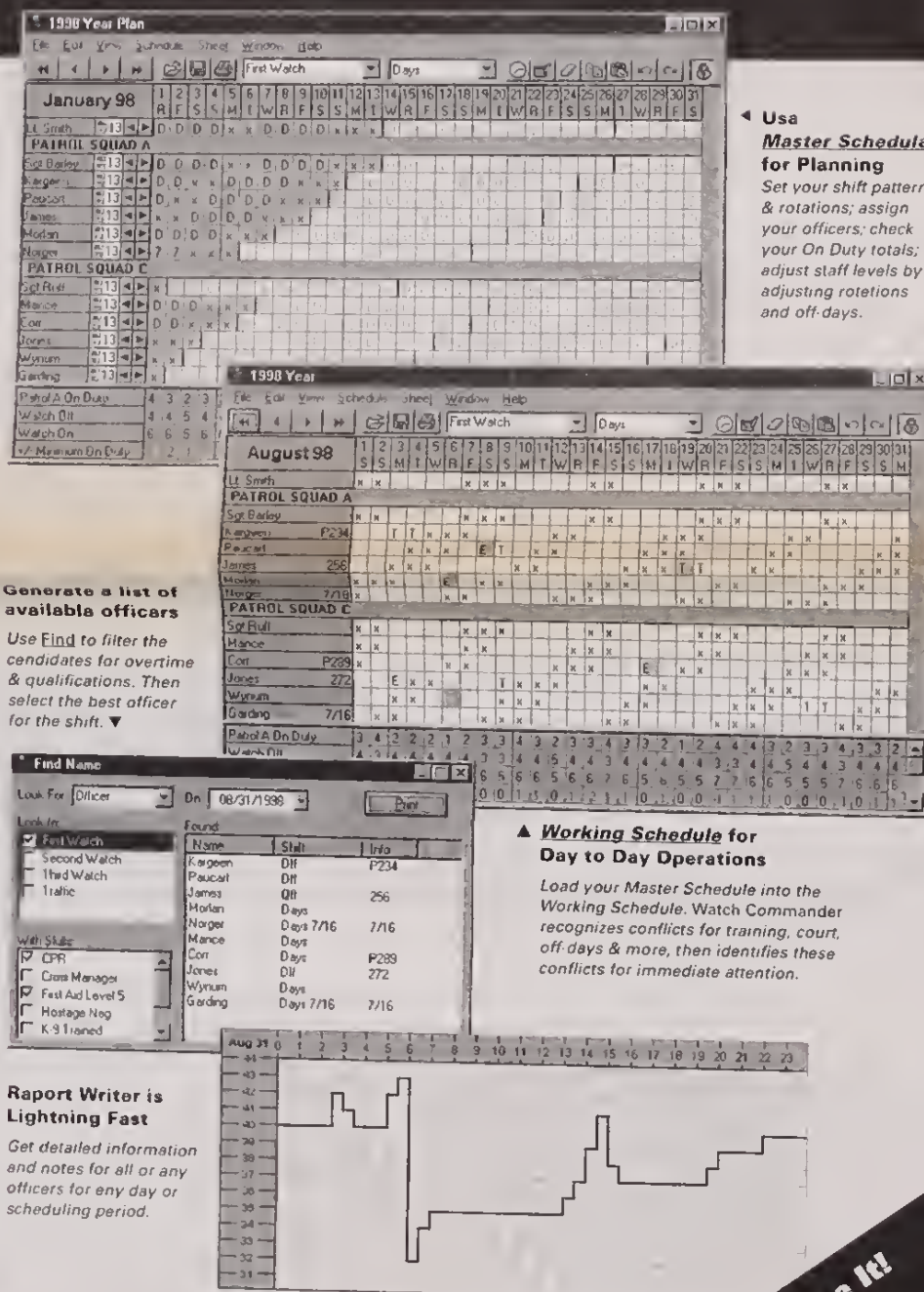
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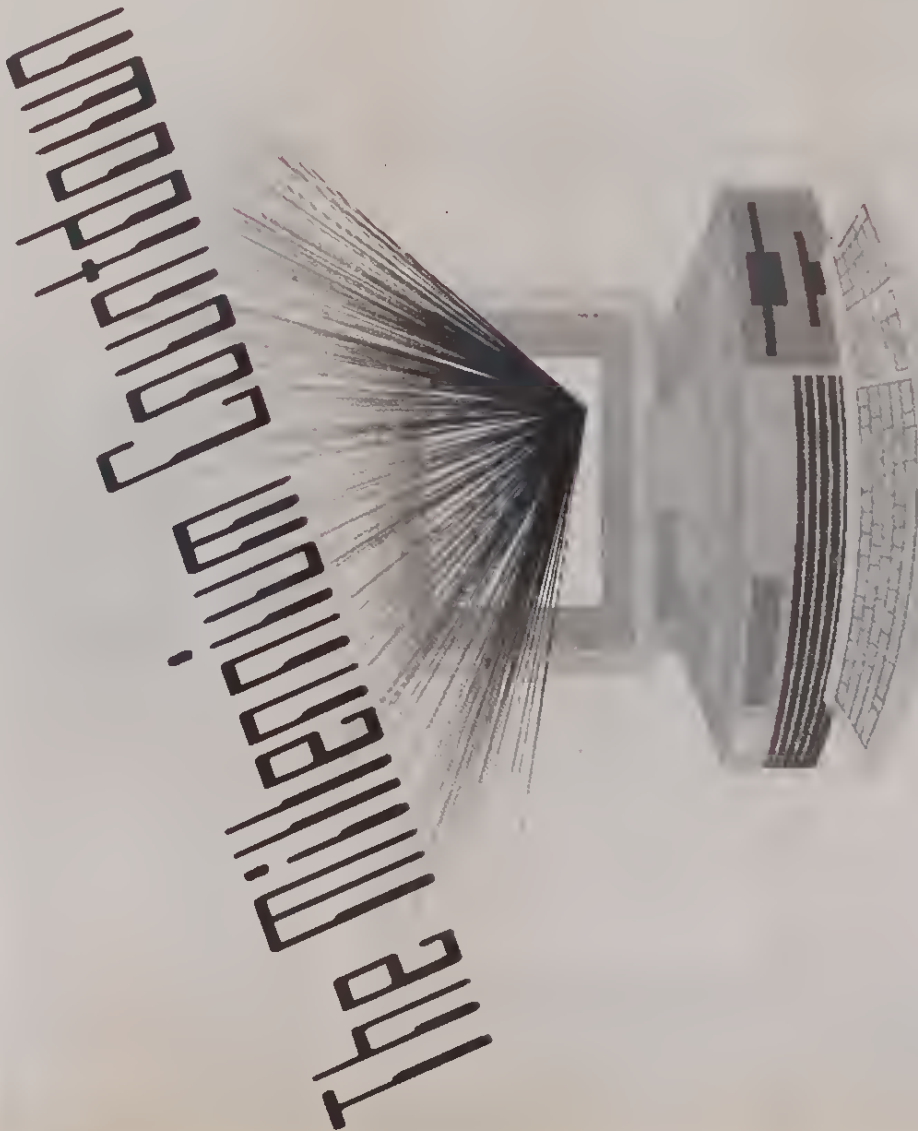
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How the FBI Plans to Arrest the Y2K Bug. On Page 11.

Also in this issue:

**Are you getting the most for
your crime prevention dollars?**

A new study tells which programs work, which ones don't deliver, and which show signs of promise. See Page 1.

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What They Are Saying:

"We will never, at least during this administration, slip back into the isolationist way of dealing with community problems at the operating level."

— Los Angeles Police Chief Bernard Parks, touting the reforms the LAPD has implemented in compliance with recommendations from the 1992 Christopher Commission report. (Story, Page 8.)